DOCUMENT RESUME

ED 461 682 UD 032 177

TITLE	Through the Eyes of Children: A New Vision for Ohio's Urban School Communities. An Urban Schools Initiative Report to Ohio's Superintendent of Public Instruction.
INSTITUTION	Ohio State Dept. of Education, Columbus.
SPONS AGENCY	Martha Holden Jennings Foundation, Cleveland, OH.
PUB DATE	1997-00-00
NOTE	73p.
PUB TYPE	Reports - Evaluative (142)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Academic Achievement; Accountability; *Community Involvement; Cooperation; *Educational Change; Elementary Secondary Education; *Partnerships in Education; Performance Based Assessment; State Programs; Teaching Methods; Urban Problems; *Urban Schools; Urban Youth
IDENTIFIERS	*Ohio

ABSTRACT

The Ohio Department of Public Schools launched its Ohio Urban Schools Initiative as a commitment to systemic long-term change in the state's 24 urban districts. This report contains a framework that represents the initial phase of the Urban Schools Initiative, which developed into a collaborative effort among the school systems, state and local agencies, and the private sector. The recommendations of the Urban Schools Initiative in this report appear in four major sections. Each discusses broad objectives followed by recommended actions. The sections are: (1) "Coming Together: Redefining Communities," recommendations about shared responsibility and accountability for urban school improvement; (2) "Teaching and Learning: Creating a Renaissance in Urban Schools," recommendations on the need to raise expectations, measure and recognize improvement, and provide multiple pathways to educational success; (3) "Students, Parents, and Teachers: Navigating the Transitions to New Levels of Learning," recommendations about the need to understand individuals and their learning processes; and (4) "Foundations for Change," recommendations that address the need to provide urban youth with physical surroundings that support learning and help urban educators maximize the resources available for improvement. An appendix contains starting points for performance measurement, a list of resources, lists of participants and contributors, and city school district profiles. (Contains 15 references.) (SLD)

Reproductions supplied by EDRS are the best that can be made
from the original document.

UD

Through the Eyes of Children:

ED 461 682

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

Frank Schiraldi
Urban Schools Initiative
Ohio Dept of Ed

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

A New Vision for Ohio's Urban School Communities

UD032177

BEST COPY AVAILABLE

Point of Contact:

Urban Schools Initiative
c/o Ohio Department of Education
65 South Front Street
Room 1002
Columbus, OH 43215
(614) 466-2211

Through the Eyes of Children:

A New Vision for Ohio's Urban School Communities

An Urban Schools Initiative Report to Ohio's Superintendent of Public Instruction

This report marks a milestone in a process of profound, long-term, systemic change for Ohio's 21 urban school districts. It represents a strong consensus among all participants in the Urban Schools Initiative and the hope that a statewide shared vision for urban education will continue to emerge.

The ideas and expertise of Ohio's Congress of Urban School Constituencies helped inform and shape this report. The visions and recommendations the report presents are the result of extended conversations with the Urban Congress; extensive research and analysis conducted by six strand work groups that represent the 21 urban school communities; and the leadership and staff of the Ohio Departments of Education, Human Services, Health Services, Mental Health, Mental Retardation and Developmental Disabilities, Alcohol and Drug Addiction Services, and Youth Services; and of the Ohio Family & Children First and Ohio School-To-Work Offices.

The Martha Holden Jennings Foundation provided financial support for this work. National experts on urban schools—Alonzo Crim, Janice Hale, Christine Johnson, Jerri Nowakowski, Lynn Stinette, Ken Howey, and Hugh Hawkins—reviewed and further shaped the recommendations. In addition, the National Urban Policy Institute, which assisted in coordinating and facilitating the Urban Schools Initiative work, reviewed the recommendations with focus groups that represented Ohio students, parents, educators, and other stakeholders. The ideas and reactions of these focus groups also have informed and shaped this report.

This report reflects the focused attention that the Urban Schools Initiative gave to the major factors affecting the educational well-being of children and teenagers—achievement and accountability; quality teaching and learning; parental, family, and community involvement; collaboration and productivity; and access to resources, including people, facilities, and funding.

The report offers several bold new ideas, as well as endorses some tried and true approaches. It recognizes that focused, sustained leadership at state, regional, and community levels is imperative. It calls for the use of deregulation as a major improvement strategy for urban school communities. And it calls for shared responsibility, accountability, and resource allocation among state and local service providers.

The report presents a comprehensive overview of important strategic actions and targeted investments needed for improving the educational well-being of urban children and teenagers. It should be treated as a strategic blueprint that provides a variety of options for both immediate and long-term decision-making and implementation.

All who read this report are urged to think about it, talk about it, and make it a major part of efforts to ensure educational success for urban students.

Major Themes

A Shared Vision

A Common Agenda

Systemic Change

New Perspectives on Organizations, Leadership, and Relationships

A Celebration of Diversity

Table of Contents

Preface

Look Through Their Eyes 3

Creating a Living Vision for Urban Children 4

Recognizing the Importance of Our Urban Schools 6

Assessing the Challenges of Change 7

The Urban Schools Initiative: A Catalyst for Change 8

Recommendations for Revitalizing Ohio's Urban School Communities 11

Organization of the Recommendations 12

Coming Together: Redefining Communities 13

Communities of Collaboration 14

Freedom to Innovate 20

Teaching and Learning: Creating a Renaissance in Urban Schools 22

Higher Expectations 23

Multiple Pathways 26

Students, Parents, and Teachers: Navigating the Transitions to New Levels of Learning 31

Understanding Student Transitions 32

Aiding Successful Transitions 34

Eliminating Disruptive and Dangerous Behavior 38

Increasing Partnerships with Parents 41

Refocusing Professional Development 43

A Foundation for Change: Improving Facilities and Funding Mechanisms 46

Facilities and Finance 47

The Next Challenge: Implementation 50

Shared Responsibility Matrix 52

Appendix 53

Starting Points for Performance Measurement 54

Resources 55

Congress of Urban School Constituencies 56

The USI Work Groups 58

City Schools District Profiles 64

Look Through Their Eyes

If we were to look through the eyes of our urban children, how much hope would we see for the future of Ohio?

Would we see a future of opportunities and growth?

Or would we see a future of frustration and defeat, apathy and alienation?

The answer is not a simple one.

Through the eyes of some urban children, we would see extraordinary parents, who strive passionately to create an environment that fosters learning and growth.

We would see some inspiring examples of teachers and administrators whose concern for students, whose commitment to excellence, and whose innovative spirit have made learning a powerful experience for their students.

We would see some community groups, businesses, and urban universities working actively to create a future of opportunity for disadvantaged children and teenagers.

However, these images of passionate parents, powerful learning environments, and caring communities are hidden from the eyes of too many urban children and teenagers. If we were to look through their eyes, we would find it difficult to shape a bright vision for the future of Ohio.

It is time for urban school communities—along with citizens and organizations throughout the state—to become engaged in creating a new vision—a vision that both celebrates the assets already present in urban communities and reflects the highest aspirations of every urban community member.

It is time to create a living vision that will be an inspiration, a challenge, and a promise for all urban children and teenagers.

Creating a Living Vision for Urban Children

We need a vision for urban school communities that lives not only in the future but also in the present—not only on paper but also in the hearts and minds of Ohio's citizens. We need a vision that continues evolving in the actions of urban community members—a vision that is the focus in state and local decision-making—a vision that all urban community members can see in their everyday surroundings and interactions—a vision that becomes increasingly clear in the experiences that shape the lives of urban children and teenagers.

We can create a living vision by inspiring urban youth with the caring actions of people in their communities—people who place a priority on the well-being of children and teenagers and who labor to create safe, productive communities.

We can create a living vision by surrounding urban youth with a caring network of people from different state and local agencies—people who work as a team to ensure that children and teenagers are safe, secure, healthy, non-violent, drug-free, and well-educated—and that families are strong anchors—stable, secure, and full of hope for the future.

We can create a living vision by enabling children and teenagers in urban communities to experience the joy, the power, and the freedom of learning.

We can encourage them to engage their minds every minute of the day. We can give them educators who help them to embark on journeys of discovery—who know what capabilities each student has and what capabilities need to be developed for a successful journey—who can open new pathways to learning when a student becomes stranded.

We can give them school buildings that show the importance we place upon their educational success—clean, comfortable, safe places—places that welcome them to the global community of learning.

Ohio's Urban School Districts*

Akron City

Canton City

Cincinnati City

Cleveland City

Cleveland Heights-University Heights City

Columbus City

Dayton City

East Cleveland City

Elyria City

Euclid City

Hamilton City

Lima City

Lorain City

Mansfield City

Middletown City

Parma City

South-Western City

Springfield City

Toledo City

Warren City

Youngstown City

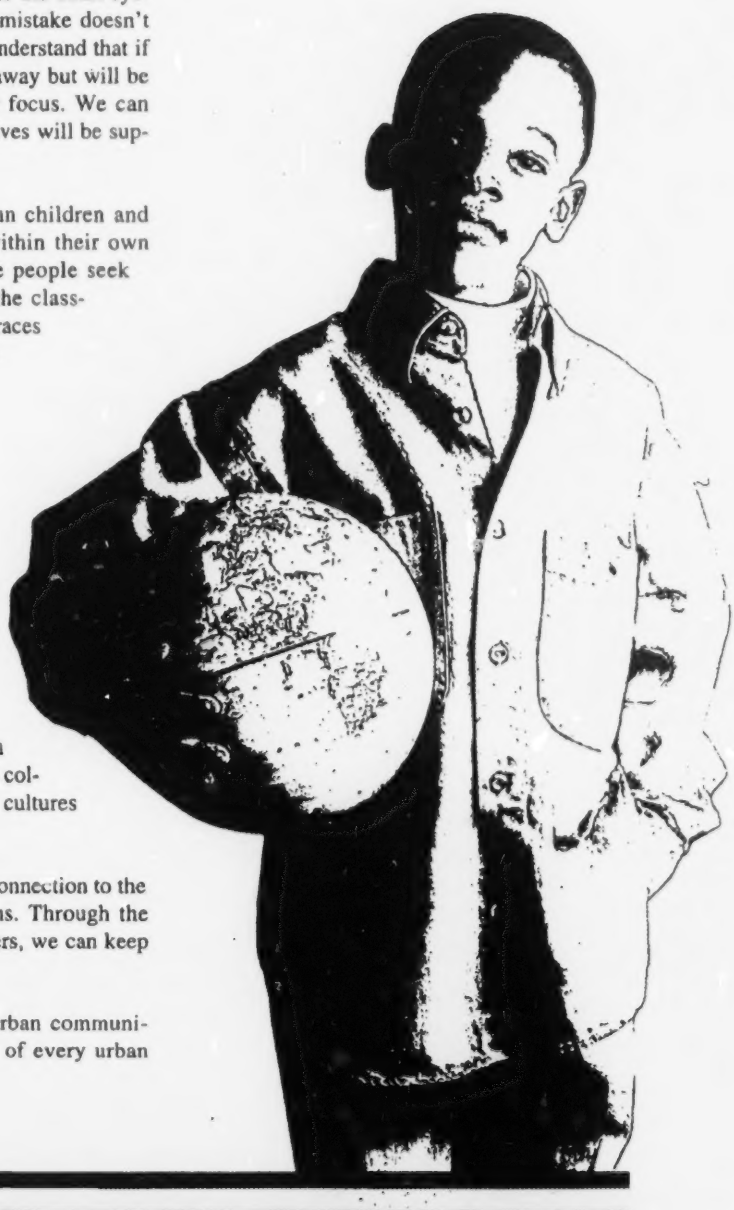
** Identified as such by having an average daily membership (i.e., student enrollment) of 5,000 or more and an Aid to Dependent children population of more than 5 percent*

We can give them classrooms where walls are irrelevant—where an array of tools and materials lets them open the door to new vistas of knowledge and imagination—where the positive life forces of their communities continually flow into the learning process. We can give them schools where a circle of parents is always nearby, ready to help, ready to celebrate their children's victories, and ready to affirm the rules and standards of the school—where parents, senior citizens, and other community members open their hearts to any child in the learning environment who needs their support.

"We have it in our power to begin the world again."
Thomas Paine, 1776

We can create a living vision by demonstrating to our urban children and teenagers—even those who are facing expulsion or the court system or incarceration—that it's not too late, that one mistake doesn't have to lead to a bigger one. We can make sure they understand that if they have made bad choices, they will not be thrown away but will be challenged to face the consequences and find a new focus. We can make sure they know that their efforts to create new lives will be supported by their communities.

We can create a living vision by connecting urban children and teenagers to the world of possibilities that exists within their own urban communities and beyond—workplaces where people seek solutions and work together—where the lessons of the classroom are real-world challenges, where people of all races and ethnic backgrounds work as teams and achieve their goals. We can introduce them to a broader range of intelligent, capable people—people who are willing to take time for mentoring teenage interns or for talking to a class of sixth graders. We can inspire them through the example of people who overcame the challenges of learning in urban school communities, pursued higher education, and returned—as educators—to give something back.



We can create a living vision by showing urban youth that the world they live in—their neighborhood, their urban community—is part of a larger world—a world of libraries and museums—of college campuses and research laboratories—of different cultures and perspectives that can co-exist and coalesce.

Through technology, we can keep them in constant connection to the places and professions that will feed their aspirations. Through the example of educators, parents, and community members, we can keep them connected to each other.

With such a vision alive and growing in Ohio's urban communities—we will soon be able to look through the eyes of every urban child and see hope.

Recognizing the Importance of Our Urban Schools

Helping urban school communities enhance the educational opportunities of their children and teenagers is Ohio's most important 21st century challenge.

Our urban communities are a reflection of the diversity that is becoming increasingly characteristic of American society. As our needs become more numerous and specialized and as we look for new ideas in these final years of the 20th century, we may be overlooking talents in urban communities that can be used in ways we cannot even imagine—talents that could greatly enhance our quality of life.

To compete in the new economy, Ohio will need a quality workforce—people with strong basic skills, the ability to solve problems and communicate, and the ability to continue learning as the workplace changes. If a quarter of Ohio's students are not learning effectively today, a quarter of the state's future workforce will be unable to fill the new jobs being created. The results: Ohio business and industry will be less competitive, qualified Ohio workers will have fewer opportunities for advancement, the state's economy will stagnate, and new businesses will locate elsewhere.

The quality of life in a state is viewed largely in terms of its educational system. Because of their size, the performance gap in urban school districts impacts, in large measure, the level of educational quality for Ohio as a state. "Improvements in Ohio's 21 urban school districts," says a report by Ohio's Public Expenditure Council, "can lift the whole state; conversely, a lack of improvement will hold back the entire state."

Quality of life for future Ohioans also will relate to how productively we invest the resources that are available to us. How effectively we use resources in improving our urban schools can increase or decrease the resource requirements of the health care system, the social service system, the child protection system, the mental health system, and the prison system. In addition, educational and social problems that many view as primarily urban in nature are rapidly extending into the suburban and rural areas of the state. It is essential that we focus on addressing these problems where they are most heavily concentrated and use what we have learned to address them statewide.

Finally, the quality of life in our state has a moral and ethical dimension. We expect urban youth to contribute to society, so we must provide them the educational opportunities that will equip them for the task. We cannot ask more than we are willing to give.

"The single most important competitive concern of Ohio businesses is workforce capability. Low-skill, repetitive-motion jobs are basically gone. We need workers with analytical and problem-solving skills, communication skills, and teamwork skills. We need people who know how to learn."

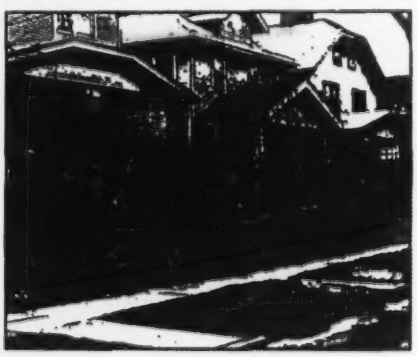
Eric Burkland,
President,
Ohio Manufacturers Association

"The attitude still exists that poor people and minorities have no major place in our society, and so do not need a first-class education. From both a moral and economic perspective, our society is no greater than its weakest link."

Jeffrey Mims,
Legislative Liaison,
Dayton City Schools

"Urban schools are the necessary foundation for a system that will create positive change in urban communities."

Crystal Allen,
Assistant Director,
Public Children Services
Association of Ohio



Assessing the Challenges of Change

As Ohio begins working toward a future shared vision, it will be necessary to face the conditions that exist in the present. Urban school communities will need to begin their journey to excellence amidst tremendous challenges:

- **An existing performance gap.** Absenteeism, dropout rates, suspensions, and expulsions are all higher in Ohio's urban districts than in the rest of the state. In urban districts, student performance on the proficiency tests is below the state's average, and many urban students who enroll in higher education are unprepared for college-level work. (See the City Schools District Profiles on pages 64-68.)

- **The size of urban districts.** Ohio's 21 urban school districts enroll 24% of Ohio's students. Ten of these districts are among the 500 largest public school districts in the country. Three are among the largest 100.

- **A high concentration of special needs to meet.** The 21 urban districts enroll 72% of Ohio's total minority students and 59% of Ohio's ADC students. They also are responsible for educating 27% of Ohio's total special education students, and 38% of Ohio's low-incidence special education students.

- **A greater concentration of social problems.** Although no community is free of crime, drug addiction, alcohol abuse, sexually transmitted diseases, and teen pregnancy, each of these social problems is growing at a faster rate in urban communities.

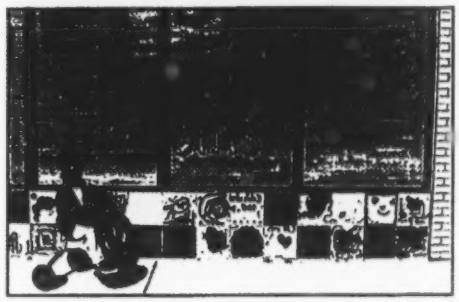
- **The high costs of urban education.** Educating such large populations of students and meeting a wide range of special needs requires programs and practices that cost more to provide.

- **Insufficient resources.** Urban communities do not always have all the resources needed to meet the higher costs of urban education. Incomes for residents of the 21 urban districts in Ohio, already generally below that of residents in the counties that surround them, continue to decline.

- **The legacy of past barriers.** Urban communities have always existed at the epicenter of changing social, political, and economic systems. Success in removing the barriers that existed in the past did not necessarily eradicate the inequities those barriers caused, nor did it instantly ameliorate the distrust, resentment, and division that resulted from those barriers.

"Urban school communities are complex. We won't find a single cause for the problems that exist, nor will we find a simple solution."

Christy Tull,
Director of Training,
Ohio Center for Law Related Education



Twenty-one urban school districts enroll:

24% of Ohio's total student population
72% of Ohio's minority students
59% of Ohio's ADC students
27% of Ohio's special education students
38% of Ohio's low incidence special education students

BEST COPY AVAILABLE

The Urban Schools Initiative: A Catalyst for Change

Ohio Superintendent of Public Instruction John Goff launched the Ohio Urban Schools Initiative (USI) as a commitment to systemic, long-term change. This statewide collaborative effort is grounded in the recognition that quality schools, passionate parents, and caring communities must work together toward short-term and long-term change.

Phase 1: The Work of The Congress of Urban School Constituencies

For the first phase of the Urban Schools Initiative, Superintendent Goff appointed a small Urban Schools Initiative staff to work with the 21 urban districts and other stakeholders to make recommendations that would inform state policy and the biennial budget process. He also called upon all organizations, associations, and agencies responsible for urban children and families to establish a Congress of Urban School Constituencies—a group committed to long-term, ongoing advocacy for urban children, families, and communities.

Major Goals

The Superintendent asked that three major, long-term goals be kept in mind:

- Improving our urban schools.
- Restoring our urban schools to their historical role as "beacon" districts for educational practice and innovation.
- Re-energizing our cities and urban communities.

Criteria

The Superintendent asked for policy, legislative, and budget recommendations that follow three criteria:

- Speak to a uniquely urban setting.
- Make a positive difference in children's lives.
- Have a sound basis in research, practice, and experience.

"Historically, our cities were beacons for education practice and innovation. We have to reclaim them as such."

John Goff,
Ohio Superintendent of Public Instruction

BEST COPY AVAILABLE

"If we can raise the spirits of the people in our urban school communities, urban schools can become Ohio's beacons of innovation. You can work miracles when the spirit is there."

Shirley Hawk,
Board of Education Member,
Cleveland City Schools

The Fundamental Challenge

The following recommendations for Ohio's urban schools require fundamentally different assumptions and understandings about schooling:

Urban children must learn to read. (Only about 50% of the urban student cohort learn to read easily and with reasonable comprehension.) Second, children must learn to work and solve mathematics problems. (Only about 20% of children from households where poverty exists learn to read and think well enough to be considered competent in that skill.)

To achieve these ends for urban children, three central educational challenges must be met:

- Meet the needs of an increasingly diverse student population.
- Adopt new and more appropriate goals for schooling.
- Implement new organizational structures that promote shared responsibility, collaboration, and continual learning for both students and adults.

Examining the challenges urban schools face and assessing what it would take to meet them reveals the need for a larger systemic change in which issues and ideas are all interconnected. All stakeholders are urged to view these recommendations in the same way: not only as separate actions but also as entry points to large-scale systemic change.

Phase 2: Implementation

The framework proposed in this report concludes the initial phase of the Urban Schools Initiative. However, the activities that characterized this first phase—asking questions, challenging assumptions, gathering and sharing information, and seeking common ground—should continue and intensify as implementation begins.

All stakeholders are encouraged to examine the report using their own processes of deliberation and dialogue. The framework offered will be strengthened by critical assessment of its major ideas and by individual efforts to work toward a shared vision.

This report does not prescribe a step-by-step sequence or a hierarchy of priorities. While a number of issues need to be addressed in more detail, final responsibility for many of these issues must be determined locally.

One such issue is governance. The development of governance structures that facilitate shared responsibility and commitment will be shaped by the leadership and resources available in each urban community. This development will have the greatest success in an environment that provides opportunities for flexibility.

Individuals and groups throughout Ohio are encouraged to select those recommendations that they can best use as starting points for action within their own communities or agencies or classrooms and begin implementing them. The best guideline for successful implementation is to remember the values that form the basis of these recommendations:

- A spirit of collaboration that is more powerful than self-interest, prejudices, and organizational boundaries—a spirit that makes the well-being of children and teenagers the sole focus.
- A desire for innovation and lifelong learning that makes the classroom a source of new knowledge about teaching and learning and a place where students—and teachers—can continually find new experiences.
- A sharing of decision-making that gives communities, schools, and teachers the power to test their ideas, remove barriers, and create an environment where change creates hope, not frustration.
- A sense of shared responsibility and accountability that confronts every challenge with the collective energies of entire communities and unified inter-agency teams.

Phase 3: Advocacy and Review

In the months to come, the Urban Schools Initiative will begin to incorporate the ideas and "lessons learned" from the urban school communities into an implementation guide. The guide will use discussions of and experiences with the recommendations in this report as a basis for advising the change initiatives underway in urban school communities.

As groups implement these recommendations, the role of the USI participants should take on new dimensions. The USI should continue encouraging urban school communities to revisit the framework created in this report, as well as strive to be catalysts for continued learning. The USI should review the recommendations and assess the difficulties of realizing them. USI members should become advocates for the state and local efforts emerging from these recommendations, and they should work to create synergy among various initiatives at the state and local level.

Recommendations for Revitalizing Ohio's Urban School Communities

Coming Together:
Redefining Communities

•

Teaching and Learning:
Creating a Renaissance in Urban Schools

•

Students, Parents, and Teachers:
Navigating the Transitions to New Levels of Learning

•

A Foundation for Change:
Improving Facilities and Funding Mechanisms

Organization of the Recommendations

The recommendations for the Urban Schools Initiative appear in four major sections. Each section discusses broad objectives followed by recommended actions.

Coming Together: Redefining Communities (pp. 13-21) presents recommendations that address the need for individuals, communities, and organizations to collaborate and share responsibility and accountability for the improvement of urban schools.

Teaching and Learning: Creating a Renaissance in Urban Schools (pp. 22-30) presents recommendations that address the need to raise expectations, to measure and recognize improvement, and to provide multiple pathways to educational success.

Students, Parents, and Educators: Navigating the Transitions to New Levels of Learning
(pp. 31-45) presents recommendations that address the need to understand and assist the individuals whose ability to learn, change, grow, and make successful transitions to higher levels of productivity will be the key to revitalizing urban school communities.

A Foundation for Change: Improving Facilities and Funding Mechanisms (pp. 46-49) presents recommendations that address the need to provide urban youth with physical surroundings that support learning and to help urban educators maximize the resources available for improvement.

Coming Together: Redefining Communities

An urban school community is not a school district or a school building. It is not a conglomeration of city blocks. It is not a ward or a precinct or a government bureaucracy. It is people united by a need and a desire for educational success.

Members of Ohio's urban school communities are parents raising their families—some struggling to survive, others pursuing lifelong learning and reaching their goals. They are young people who are just starting out and professionals who are well advanced in their careers. They are minimum wage workers who never learned a skill and welfare recipients who never finished high school. And they are senior citizens adjusting to retirement in a community that has changed dramatically since they bought their homes.

They are teachers striving to engage and challenge each of their students, principals working to provide safe, high-quality learning environments, and administrators and school board members seeking ways to improve productivity and efficiency. They also are state employees, who may not be located in the community, but who are endeavoring to promote collaboration and remove barriers to educational innovation.

Urban community members are entrepreneurs running businesses, clergy offering spiritual inspiration, and local leaders reaching toward a vision. They are people in health care, social services, and law enforcement—throwing lifelines to frightened children, struggling families, and confused teenagers.

And they are learners—a diverse assembly of different minds that see life in different ways and whose physical, intellectual, and spiritual needs must be addressed.

When the diverse talents and perspectives of all these community members come together in collaboration, extraordinary things can happen. Such communities of collaboration—at both the local and state level—are vital to the educational success of urban youth.

"We need a new definition of community—one that will coalesce around productive, thinking, sharing, caring, healthy kids."

Alonzo Crim,
Special Assistant to the President,
Spelman College

Communities of Collaboration

Caring, committed, collaborative urban school communities are connected by a dynamic network of relationships—all focused on a vision of healthy, positive, well-educated youth.

This living network of relationships will knock down the walls that isolate what happens in the classroom from what happens in the surrounding community. It will create an environment of dynamic organizational boundaries, flexible structures, multiple channels of communication, and fluid roles and responsibilities. It will improve the likelihood that resources are effectively leveraged and a shared understanding is developed.

"We are caught in an inescapable network of mutuality, tied in a single garment of destiny. Whatever affects one directly, affects all indirectly."

Martin Luther King

Local Congresses: Collaborative partnerships are the beginning of such a network. Therefore, urban school communities need to foster new partnerships and strengthen existing ones as a major step toward creating communities of collaboration. Local congresses that are broadly representative of a community can help school districts meet the need for community-wide collaboration in planning and implementing school improvement and in developing benchmarks for measuring improvement.

Urban Leadership for Accountability: Many urban school districts have been doing impressive work with benchmarking—a technique of identifying and using measurable indicators to assess progress toward long-term performance goals. Benchmarking enables districts to target areas for improvement, and it provides a way for the Department of Education and others to create performance incentives.

A benchmarking system that is developed and shared by all urban school districts not only would enhance these individual efforts but also would advance Ohio's 21 urban school communities toward the goal of regaining prominence as centers of educational innovation and excellence.

Interagency Collaboration: Collaborative efforts among state and local agencies will coordinate services for urban children and their families and result in strategic combinations of programs and expertise that address complex needs—such as a program that integrates conflict resolution and mediation skills, crime prevention and law-related education, gun violence education, and training in life skills.

Also, because the ability to learn depends upon the physical and mental well-being of students and their families, the traditional educational function of urban schools needs to be extended. Mechanisms such as School Readiness Resource Centers can be focal points for collaboratively addressing the needs of urban children and their families.

Leading the Way: Some Ohio Communities of Collaboration

State-Level Collaboration

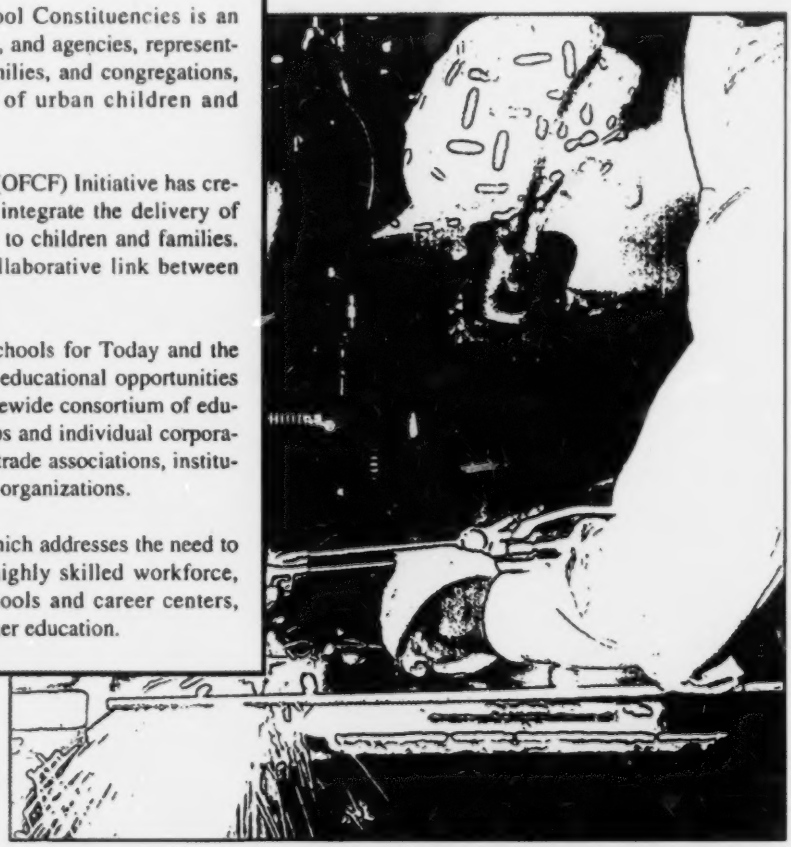
Ohio has already taken some significant steps toward becoming a community of collaboration. The collaborative groups that already exist can ensure that ideas, information at the state level, and funding for urban school communities are leveraged effectively.

The Ohio Congress of Urban School Constituencies is an assembly of organizations, associations, and agencies, representing government, business, schools, families, and congregations, working collaboratively on behalf of urban children and teenagers.

The Ohio Family and Children First (OFCF) Initiative has created a Cabinet Council that works to integrate the delivery of health, educational, and social services to children and families. County OFCF Councils provide a collaborative link between state and local organizations.

Ohio's BEST (Building Excellent Schools for Today and the 21st Century), dedicated to improving educational opportunities and results for Ohio's children, is a statewide consortium of educators, parents, students, business groups and individual corporations, labor organizations, professional trade associations, institutions of higher education, and nonprofit organizations.

Ohio's School-To-Work initiative, which addresses the need to prepare youth for the demands of a highly skilled workforce, depends on partnerships between schools and career centers, employers, community groups, and higher education.



Businesses Reaching Out to Their Schools

A number of Ohio's companies, business organizations, and local nonprofit groups are becoming vital links to the world of work and demonstrating in powerful ways that people do care about the well-being of urban youth.

Members of the Black Data Processing Associates (BDPA) in Cleveland know how important it is for urban students to have mentors. So they formed the Compass Program with the Anton Grdina Elementary School. Compass has captured the interest of corporate sponsors, such as Allstate Insurance. Professionals adopt classes at the school and visit weekly to help children develop career awareness and valuable work skills.

In Toledo, every city department, two labor unions, six banks, seven Fortune 500 companies, and a number of small- and medium-sized businesses have formed a nonprofit network that provides schools with a range of needed resources, including tutors, incentive awards, mentors, food, clothing, and technology.

Individuals Making a Difference

"I will act as if what I do makes a difference," said the philosopher William James. Ohio can be proud of numerous citizens who have decided to become a positive influence in their urban school districts. Just by their presence, all have touched the lives of children in important ways. In many cases, their efforts have been the beginning of collaborations with far-reaching impact.

For example, at Essex Elementary School in Akron, parents and senior citizen volunteers began tutoring children in reading and assisting teachers. Inspired by their enthusiasm, faculty from local community colleges offered their time and expertise. Test scores and classroom performance have improved.

Recommended Actions COMMUNITIES OF COLLABORATION

Establish a Local Urban Congress in Each of the Twenty-One Urban School Districts

Carrying out the recommendations in this report will require both a clear implementation plan and strong, consistent advocacy. Therefore, in each of the 21 urban communities, individuals and organizations are encouraged to establish an urban congress at the community level that will lead efforts to build individual and community support, responsibility, and accountability for the well-being of urban children and teenagers.

Although in some urban school communities it may be necessary to create a new entity to assume the role of a local congress, many districts may decide to build upon the work and structure of existing entities that function similarly to the proposed local congress. These entities may range from strategic planning committees formed by the district superintendent to strategy councils convened by community leaders. This role may also be carried out by local groups working as an Ohio's BEST Community.

Broad Representation: The local congresses should be representative of the communities' stakeholders and education consumers, including mayors, city officials, local board of education members, educators, parents, students, and members of business, civic, religious, and other municipal groups and organizations.

Responsibilities: The local congresses might share the following responsibilities:

1. Assisting in the process of developing a local school improvement plan where none exists.

2. Assisting with the implementation of local school improvement plans already developed and with incorporating ideas and recommendations included in this report, as appropriate.

3. Working with Ohio Family & Children First Councils to facilitate collaborative activities and programs among local agencies, such as the juvenile courts, law enforcement, alcohol, drug addiction, and mental health agencies, children's services agencies, and mental retardation/developmental disabilities agencies.

4. Developing and implementing plans to maximize financial and other resources aimed at improving public education.

5. Influencing the public policy process through legislative advocacy and administrative policy changes.

6. Encouraging specific member organizations to assume leadership in developing and implementing recommendations when they are uniquely positioned to bring about change.

First and foremost, each local congress should lead the way in extending the classroom into the community so that the learning process can share the benefits of community assets and the community can share in opportunities to learn.

Create Comprehensive School Improvement Plans

Each local urban congress, working collaboratively with the local board of education and Family & Children First Council, should play a central role in a community-wide effort to create and implement a school improvement plan that addresses the primary goal of successful learning for all children and teenagers.

These plans, already underway in many urban school communities, would create new mechanisms for governance, organization, time, and teaching and learning if traditional structures and models have proven to be barriers to success. In developing plans, local communities should take advantage of the state's deregulatory tools to advance innovative approaches for achieving educational success.

Recommended Actions COMMUNITIES OF COLLABORATION

Establish an Accountability System for Urban School Communities

The ability of urban congresses and other elements of the community to aid school improvement depends upon their regular access to clear, quantitative information on performance. Working collaboratively, urban school districts, local urban congresses, local boards of education, and the Ohio Department of Education should develop a common set of benchmarks for urban schools that will enable clear, consistent measurement of performance improvement, as well as communicate the vision, the commitment, and the educational potential that exist both individually and collectively among Ohio's urban school districts.

First and foremost, the benchmarks should provide a measure of student achievement. They also should address instructional leadership, teaching practices, the learning environment, and the overall school climate.

Note: Benchmarks also are part of the discussion about raising expectations on pp. 23-25.

Support the Improvement Process

The Ohio Department of Education should assist districts by providing them with funding for independent performance audits. These audits would establish current performance in each of the benchmark areas so that a baseline is established, a direction for further inquiry can be set, and approaches to achieving benchmarks can be developed through the improvement plan. The Ohio Department of Education also should endeavor to help each urban community build its capacity to use what is discovered in its performance audit.

It is essential that the assessment strategies used in these independent performance audits address the responsibilities of all the stakeholders in a learning community, including community leaders, educators, the private sector, parents, and students. In this way, the resulting accountability system will include multiple and varied measures of success for each of these groups.

In addition, consideration should be given to approaching the appropriate state and local agencies and the business community to provide a range of incentives for achieving targeted benchmarks. Finally, the Department of Education should provide Challenge Grants to reduce truancy and dropout rates as both a short-term response and a starting point for a more long-term approach to performance-based incentives.

Establishing Performance Levels: The Columbus SchoolMatch Audit

An Audit of Educational Effectiveness for the Columbus Public Schools, conducted by SchoolMatch and sponsored by the *Columbus Dispatch,* provides an example of how performance audits can be done and what can be learned from them.

SchoolMatch compared the Columbus Public Schools to similar school districts nationwide to determine the degree to which they meet standards of effectiveness. The audit:

1. Examined data and information on characteristics of students, schools, the district, and the community.
2. Selected appropriate effectiveness criteria.
3. Analyzed performance using these criteria.
4. Predicted the level at which the criteria should be met (based on the performance of schools with similar characteristics).

For the Columbus Public Schools, the audit examined the percentage of students who receive free or reduced lunches, who are non-white, and who were performing on grade level in first grade; the mean cognitive ability index of pupils; percentage of staff with Master's degrees and of community members with high school diplomas or higher; and the general fund expenditure per pupil.

Given these indicators, the audit recommended standards for senior class grade point average, attendance ratio, achievement on the Ohio Proficiency Tests and other types of tests, the percentage of students who should be in advanced placement courses, the district mean for the ACT, the cumulative dropout rate, teacher absence rate, and rate of satisfaction with the schools.

BEST COPY AVAILABLE

Recommended Actions COMMUNITIES OF COLLABORATION

Commit to Interagency Responsibility for Integrating Services for Children and Families

Ohio should extend to each of the 21 urban school communities the lessons in interagency collaboration learned by the Ohio Family & Children First (OFCF) Cabinet Council. By strengthening the linkages among all individuals and organizations that address the needs of urban youth, each community will ensure its children's readiness for school.

Ohio's 88 County OFCF Councils should make urban school districts more aware of their services, strive for greater representation of the 21 urban districts in the Councils, and emphasize the needs of urban school youth as they establish broad consensus on goals for all the children and families in their communities. In addition, they should tailor their programs to ensure that the needs of urban youth are addressed. In addition, the OFCF Cabinet Council should work with each of the local urban congresses to implement these recommendations.

Create Performance-Based Incentives for Agencies

Because many of the initiatives recommended in this report represent interagency collaboration, funding for these initiatives will need to be addressed in multiple budgets. The OFCF Cabinet Council should work on a cross-agency budget that leverages funds to support cross-agency collaborative initiatives within County OFCF Councils that focus on the needs of urban school youth.

Further, the OFCF Budget should link performance and results by making a percentage of each agency's subsidy increase contingent upon improvements in targeted areas, such as improving attendance and reducing disruptive and dangerous behavior.

Build Upon School-Based, Community-Linked Family Resource Centers in Urban School Communities

The OFCF Office has already initiated six pilot projects that represent a continuum of approaches for removing noncognitive barriers to children's learning. These pilots have resulted in the creation of eighteen School Readiness Resource Centers in six urban communities that serve children from early childhood through grade twelve.

The state should continue and expand funding for School Readiness Resource Centers. Readiness Centers in schools will facilitate cooperation among the providers of primary health care services, mental health and drug and alcohol services, social services, and components of the juvenile justice system. This cooperation would lead to more effective prevention, diagnosis, intervention, treatment, and management of problems that prevent educational success.

Centers should be located in schools where students and families in the surrounding neighborhoods exhibit the greatest need.

Freedom to Innovate

Urban schools and communities are being asked to accept a higher level of accountability for their performance. With that accountability, they must have the freedom to innovate in the classroom, as well as in governance and organizational strategies.

Fundamental decisions about how best to serve students should be made by those closest to them. State and local regulations should not impede implementation of good ideas in urban school communities. Therefore, if a local school board and the community it serves agree that a new approach can enhance the educational success and well-being of students in an urban classroom, school, or school district, they should not hesitate to pursue a strategy of deregulation.

While the ongoing national debate about school choice and charter schools suggests a great demand for educational alternatives, few schools have used the full range of available options for deregulation that have existed for some time in Ohio. Therefore, we support a greater emphasis on deregulation as an improvement strategy.

A Leadership Role: Urban school communities have a need and an opportunity to lead the way in demonstrating that dramatic changes are possible in educator roles and organizational relationships, in curriculum and instructional strategies, in school calendars and daily schedules, in school governance, in educational settings, and in a number of other areas that "have always been done that way."

For example, school districts, with support from their local boards and local congresses, could pursue improvement by applying concepts such as the "school within a school," which creates separate governance structures and dramatically different teaching and learning approaches within one school building.

Waivers and Assistance: Using its state and federal waiver authority, the Ohio Department of Education will provide additional freedom and flexibility for educators who decide to develop a "school within a school" or other innovative alternative strategies that will bring a greater range of quality educational options to urban school communities.

The Ohio Department of Education is already involved with administering and evaluating the Cleveland Scholarship Program in an effort to test its viability. The Department stands ready to work closely with local school boards, the State Board of Education, and other stakeholders in both creating and evaluating new public charter schools should a statewide pilot of this educational alternative be enacted into law.

Deregulation Could Help in Implementing . . .

Public charter schools

Schools-within-schools

Different approaches to the school day or year

Flexible scheduling

Different approaches to grade levels and multi-age instruction

Retention strategies

Interdistrict programs

Postsecondary enrollment options

Apprenticeships and internships

Use of computers and telecommunications

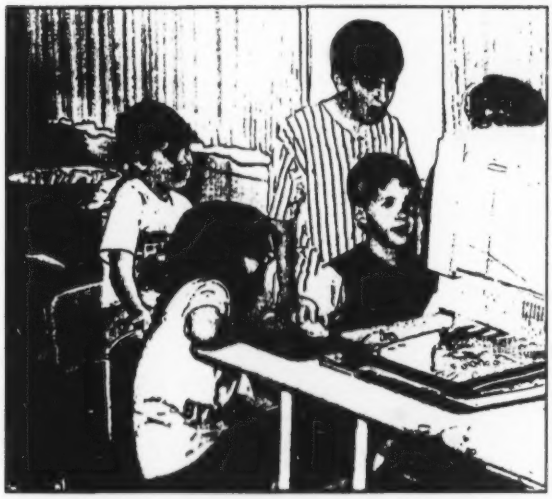
Performance demonstrations in academic, vocational, and professional disciplines

Use of techniques for student production, knowledge construction, understanding performances, skills application, and creation of products

Demonstrations of value beyond

"The relationship between the top and the bottom of the educational hierarchy must be fundamentally rethought."
Ted Sizer,
Chairman,
Coalition of Essential Schools

Recommended Actions FREEDOM TO INNOVATE



Create an Urban Deregulation Zone

The Ohio General Assembly should create an urban deregulation zone that extends the State Superintendent's current waiver authority and encourages Ohio's urban school communities to re-examine traditional assumptions about:

- Professional practices, including perceptions about learner success; approaches to engaged learning and technology-assisted learning; approaches to preparation for work, lifelong learning, and civic life; and efforts to implement a core curriculum, new instructional strategies, and new assessments.

- The school governance roles of boards of education, central office staff, principals, teachers and teacher unions, students, parents, community agencies, and citizens.

- Organizational structures of schooling, including the use of (1) time, (2) ability grouping and tracking, (3) community resources, the role of the community in the school, and the role of the school in the community, and (4) innovative educational options.

Any and all rules, regulations, and prescribed procedures necessary to achieve success, but especially those important to implementing the vision and recommendations contained in this report, should be subject to waiver.

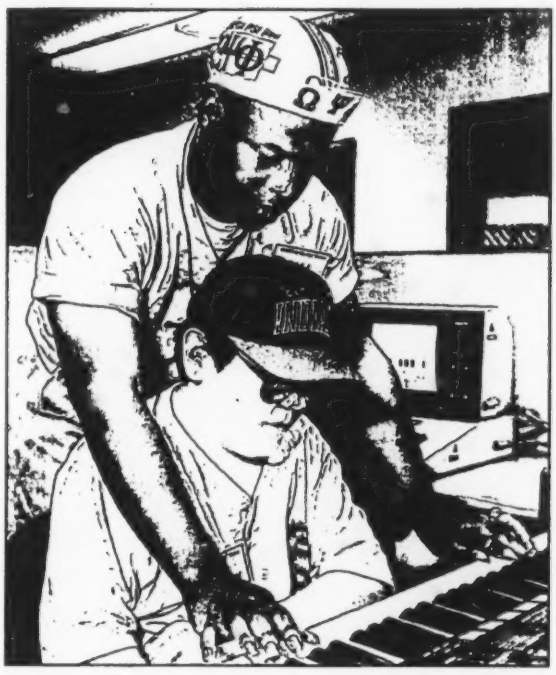
Create an Urban Venture Fund

The Ohio Department of Education should create an Urban Venture Fund to assist urban school communities in the process of deregulation and in the development of innovative school improvement models and accountability systems. The fund should be used to leverage local resources in support of:

- Community-level leadership development. Urban Leadership and Teaching Academies should receive funding for training that will expand their knowledge of deregulation as a major improvement strategy.

- The development of urban school improvement models. These models may include schools-within-schools and charter schools designed by local boards of education.

In addition to supporting these targeted investments and customized school improvement services, the Ohio Department of Education should provide targeted technical assistance.



Teaching and Learning:

Creating a Renaissance in Urban Schools

How and what should we teach all students so they will have the freedom to choose whatever pathways appeal to them at graduation and later in life? How do we ensure that, as individuals, students will have the learning experiences that meet their unique needs, address their unique interests and goals, and inspire them to dream of new possibilities?

These two questions reflect the key challenge faced by urban school communities and educators: creating a challenging curriculum that reflects the standard for success in today's rapidly changing world—and then finding ways to enable a diverse student population to progress from where they are to where they need to be.

Meeting this challenge requires creating multiple pathways to educational success that enable all students in urban schools to meet the expectations of a rigorous curriculum, to pursue their unique interests and goals, and to dream of new possibilities. It requires teachers who develop alternative instructional strategies and settings that address the goals, learning styles, and life situations of urban students, along with new forms of assessment and greater accountability.

"All children can and must learn at ever-higher levels. We should expect all urban students to master the difficult substance in core academic subjects, especially English, Mathematics, Science, History, Foreign Languages, and the Arts. High academic standards, benchmarked against the highest in the world, must be the driver of reform in our urban schools. Ohio's urban schools must bring out the best in every student."

Richard A. Stoff,
President,
Ohio Business Roundtable

Higher Expectations

"You can be whatever you want to be."

Urban students hear this repeatedly—from teachers, parents, mentors, clergy, athletic heroes, and national leaders. It's a message they need to hear. But if children and teenagers are to believe this message of hope for the future, it must be reinforced through a curriculum based on high expectations.

Challenging curricula will be essential to meeting the goals outlined in local school improvement plans. It will ensure that students have opportunities to gain knowledge and skills that truly will prepare them to be whatever they want to be.

Therefore, the Urban Schools Initiative supports raising expectations for urban students, increasing accountability for urban schools, and improving the quality of performance data.

Proposed Learner Standards: The Ohio Department of Education has been working with a diverse team to develop new performance-based standards for Ohio school districts. These standards are grounded, first and foremost, in the belief that all students can learn at higher levels than is commonly recognized and expected. Ohio's urban school districts can lead all of Ohio in adopting the proposed school standards and using them as a foundation for an outstanding 21st century curriculum.

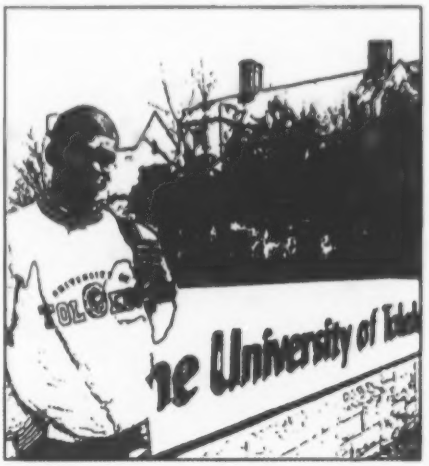
Benchmarking and Quality Data: As the use of innovative alternatives increases, urban school communities will need to collect extensive performance data in a number of areas for detailed analysis and application against a set of common benchmarks.

The benchmarks, established collectively by all urban school districts, should be widely recognized as "standards" and used to both clarify the goals of education and illuminate the nature of good performances for teachers, students, and parents. Working together and caring together to develop and use these common benchmarks is one way to focus the energies, talents, and dedication of all educators in the 21 districts toward goals that will benefit all urban students.

Urban school communities also have an opportunity to lead the state in using new data analysis techniques to track productivity and efficiency. With detailed data analysis capabilities and the use of benchmarking, communities can set goals for their school improvement efforts, and urban schools can communicate progress to their communities.

"A 'city kid' myth that stressed problems without acknowledging personal abilities and resources....has reinforced low expectations and guided the policy and practice of basic skills instruction that is all too common in urban schools."

R. Craig Sautter,
Professor,
School for New Learning, DePaul University



Measuring Performance: Some Facts and Examples

About Ohio's Proposed Performance Standards

As proposed, Ohio's new performance—based school standards provide school districts with a framework for improving their operations. The draft standards were developed to raise performance expectations for learners, strengthen accountability and local control, and ensure the right conditions and opportunities for learning. The school standards address eight areas:

- Continuous Improvement
- Measurement, Assessment, and Validation of Performance
- Curriculum
- Instruction
- Personnel and Educational Services
- Professional Development
- School Environment, Health, and Safety Assurance
- Rights and Roles of All Learners and Parents

Some Areas for Benchmarking

- ✔ Student achievement
- ✔ Student attendance
- ✔ Staff attendance
- ✔ Parental participation in school functions
- ✔ Representativeness by race and gender in all programs and activities
- ✔ Graduation, dropout, and completer rates
- ✔ Number of graduates fully employed after one year out of high school
- ✔ Number of graduates in higher education after one year out of high school

Note: See Starting Points for Performance Measurements (page 54) for information on how Ohio's proposed standards address performance measures and benchmarks.

Recommended Actions HIGHER EXPECTATIONS

Adopt Ohio's Performance Standards

Urban districts should lead the state in adopting the performance standards identified in the proposed *Standards for Ohio Schools*.

Student achievement, including proficiency test performance, would be the first indicator of success. Particular emphasis should be placed on a third-grade guarantee—an assurance that all students will have demonstrated specific proficiencies in reading and mathematics by grade 3.

Ultimate indicators of success will be increased graduation rates, entry into postsecondary education, and competitive employment situations for urban students.

Define and Implement a Challenging Curriculum

In collaboration, the Ohio Congress of Urban School Constituencies, the local urban congresses, the Ohio Department of Education, urban districts, and others should define a challenging curriculum that raises expectations for all students, as well as preserves and supports students' individual educational goals.

The curriculum should be a foundation that ensures students have the learning experiences they will need to:

- Achieve high passage rates on Ohio's current proficiency tests
- Develop the competencies needed to meet Ohio's new performance standards
- Pursue their own educational and career goals effectively

Provide Performance-Based Assessment Systems

In addition to continuing efforts that will secure higher performance levels on Ohio's current proficiency tests, urban school communities and the Ohio Department of Education should develop assessment systems that require students to demonstrate readiness for work and/or postsecondary opportunities. In developing these new assessment systems, Ohio should build upon its existing performance-based system and use the twelfth-grade proficiency tests, ACT's Work Keys assessment system, and the Skills Gap Initiative of the Department and the Ohio Business Roundtable to inform the work.

Assure Availability and Quality of Data to Support Improved Productivity and Efficiency

Urban school districts should lead the state in developing and implementing new approaches for using data to track and improve productivity and efficiency. They should participate in the Ohio Department of Education's ongoing work in "data envelopment analysis."

This increased emphasis on quality data will add tremendous value to the community-based school improvement planning and performance measurement described in the recommendations on page 18.

Identify High-Achieving Schools

Also valuable to each community's improvement efforts will be information about best practices. Urban school districts and the Ohio Department of Education should work together to identify and recognize high-achieving urban schools, as well as schools that are showing significant improvements. They should analyze the practices of these schools and share results statewide.

Multiple Pathways

"Learning to me means infinite curiosity on any subject, and never accepting final answers until we have explored every possibility that there is more to know."

Marva Collins,
Urban Educator and Author

Our urban centers offer a rich mosaic of learning opportunities—museums and libraries, artistic and athletic events, science and technology centers, and a vast range of ethnic customs and celebrations. The diversity of urban students reflects this richness.

Rather than expecting urban students to strive for a narrow conformity and learn in academic contexts that are disconnected from their surroundings, urban school communities must celebrate diversity, weaving it into the process and the goals of learning. Rather than focusing on disadvantages that some urban students bring with them to the classroom, urban educators must prepare for the challenges of diversity, believing that the strength and richness of instructional experiences is what will determine student success.

By embracing diversity—facing its challenges with acceptance and confidence and integrating its richness into every student's rigorous academic experience—urban school communities will become centers of educational excellence.

Urban educators can lead the state in developing multiple pathways to learning—alternative teaching and learning strategies that are suited to the needs of a diverse student population. Multiple pathways may include:

Different Ways of Learning. In recent years, much new knowledge has been acquired about the mind and the process of learning. This knowledge can be used to overcome obstacles to learning.

Different Approaches to Subject Matter. New ways of constructing knowledge can improve students' mastery of subject matter. Comprehensive surveys of knowledge and ideas, in-depth studies of a few topics, and the study of a single topic across disciplines all can enhance the learning process. Highly challenging, long-term projects can make learning basic skills more relevant to students.

Use of Technology. Technology offers new possibilities for inquiry, thinking, communicating, and creating.

Alternative Assessment and Exhibitions. Authentic, ongoing assessments can inform instruction, provide immediate feedback, and clarify students' special talents. Being required to exhibit the results of learning in public also is a powerful motivator.

Time and Space. New research is challenging the traditional division of time in schools. Longer class periods can enable greater immersion in learning, independent work, and opportunities for individual attention. Effective use of multi-age grouping allows time for students to master a competency or to advance more rapidly. Changes in the classroom environment and even learning in settings outside the classroom can expand thinking.

Exploring New Pathways: A Few of Ohio's Innovators

Math and Science Reform Through Partnerships

A partnership between Battelle and five Ohio urban and suburban elementary schools (schools from Columbus, South-Western, and Westerville districts) is preparing youth to become lifelong learners. Students in this program carry out yearlong teaching and learning activities that incorporate practical applications of science, math, and technology. The Science and Mathematics Network of Central Ohio and The Ohio State University also provide training and support.

The Learning Project

The Learning Project, offered by Cranwood Learning Academy in Cleveland, serves predominantly minority and low-income children in grades K-5. The program encourages students to make decisions about and take responsibility for their own learning in a setting that includes other students of various ages and abilities. The Learning Project focuses on science and social studies concepts in its curriculum. Students remain with the same teacher for two or more years. Intrinsic motivation is encouraged and teachers act as facilitators rather than keepers of information.

The Comprehensive Collaborative Program

Urban and suburban schools in the Canton area pooled their resources so that students can benefit from courses not available to them at their home schools. As a result, more students can take classes in Latin, Japanese, marine biology, polymer science, law, dance, and music—and students from diverse backgrounds are interacting and learning together.

The Learning Community Link

Ohio's SchoolNet initiative has learned a great deal from telecommunity prototypes such as the Learning Community Link network. Through the Learning Link, students in urban and rural Appalachian school districts have created shared learning experiences in mathematics and science. The network also has enabled teachers, administrators, and curriculum specialists to work with Ohio University's College of Education on staff development.

The Ohio Mock Trial Program

The Ohio Mock Trial Program, sponsored by the Ohio Center for Law Related Education, is an effort to instill a greater appreciation for the Constitution and the system of justice by immersing high school students in the experience of a trial. People from a variety of legal professions participate in the program, as well as in a program called Youth for Justice. As part of Youth for Justice, middle school students identify problems of policy, develop solutions, and present their ideas to lawmakers and community leaders.

Lighthouse Education Enhancement Program

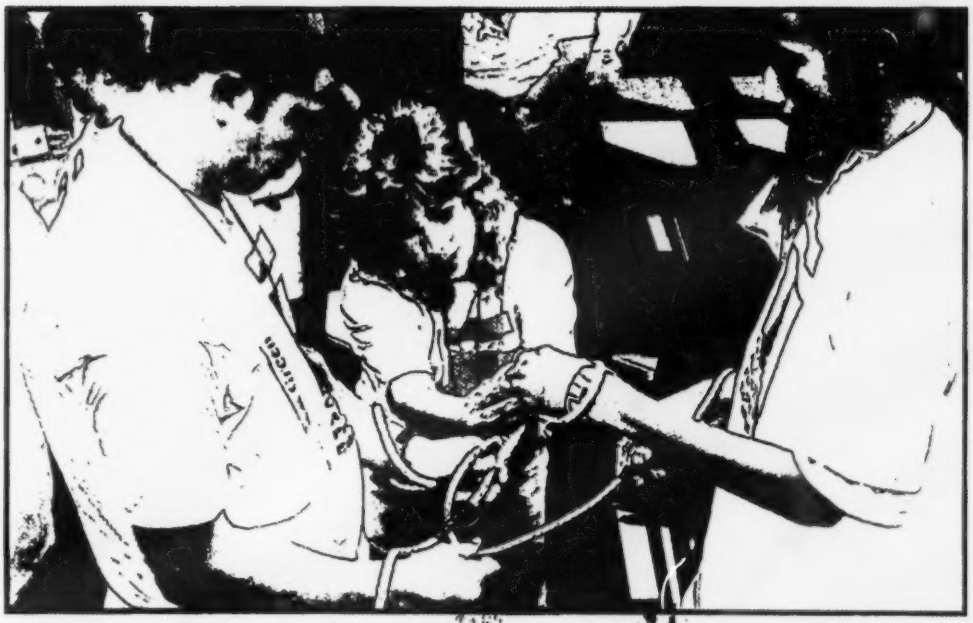
The Lighthouse Education Enhancement Project at Seiberling Elementary School in Akron involves students in problem-solving, concept understanding, and logic in an atmosphere that stimulates the development of creative and critical thinking and communication skills. Computers and other aids are used to facilitate hands-on learning.

Learning Enrichment Academy Program (LEAP)

LEAP is a six-week-long summer program that takes students out of the confines of traditional classrooms and immerses them in field-based alternative settings provided by collaborating institutions, such as Case Western Reserve University, the Cleveland Clinic, and Meridia Hospital. The program includes hands-on computer-assisted math and science instruction, guided activity in real-world settings, social skills development, mentored activities, and concentrated applied learning that extends beyond the regular school year.

Arts IMPACT

The Duxberry Park Arts IMPACT Alternative School in Columbus offers a model for integrating arts and academic curricula. By careful integration of arts and academics, students access linguistic and logical/mathematical intelligences important to traditional academic learning. A number of arts organizations are involved.



Recommended Actions MULTIPLE PATHWAYS

Create New Learning Programs and Experiences

Urban districts and schools should implement a challenging curriculum through a variety of instructional strategies designed to prepare urban youth for continued learning, productive work, and civic responsibility. Programs and experiences should stress inquiry, problem solving, and critical thinking.

Extend Learning Beyond the Classroom Walls

Urban teachers can use technology and alternative settings to create more powerful and relevant ways to learn.

- **Learner-Centered Technology.** Rather than using technology in ways that reflect traditional teacher-centered approaches, both teachers and students should be encouraged to view technology as a tool for inquiry, thinking, communicating, and creating.

- **Technology Resources.** The state's SchoolNet office should put the full weight of its resources behind guaranteeing that all 21 urban school districts have the hardware, software, and most critically, the "humanware," needed to gain maximum benefits from technology.

- **Distance Learning.** The State of Ohio, the higher education community, industry, and urban school districts should collaborate in ensuring that all urban students and teachers are equipped to take full advantage of opportunities for distance learning and collaboration available to all active participants in SchoolNet Telecommunities.

- **Connection to Home.** Ohio also should explore ways to help disadvantaged families obtain home computers and network access and enable teachers to obtain discounts if they purchase home computers.

- **Alternative Learning Environments.** Urban school communities should work with the community to establish and use learning environments at museums, parks, libraries, and other cultural centers in urban communities, as well as at businesses and institutions of higher learning. Both one-day sessions and extended-learning experiences should be pursued. In addition, urban schools should work with these organizations to create mechanisms for sharing expertise with schools both directly and via interactive technology.

- **Service Learning in the Community.** Urban schools should develop learning experiences that integrate opportunities to develop competencies with opportunities to connect to and serve the community.

Recommended Actions MULTIPLE PATHWAYS

Identify and Implement Research-Based Instructional Programs in English Language Arts and Mathematics

Teachers from urban districts, in collaboration with faculty members from Ohio's teacher education institutions and curriculum consultants from the Ohio Department of Education, should identify a "menu" of validated, research-based instructional programs in the areas of English language arts and mathematics. Incentive grants should be offered for teams of teachers to work collaboratively with university faculty in adapting these instructional programs to fit the needs of Ohio's diverse urban student population.

During the initial phase of the grant program, university faculty should team teach with K-12 faculty. University faculty should take the lead in designing research programs that will verify statistically the successes of the programs. University faculty and K-12 teachers should work as peer coaches and "critical friends" to one another.

After two years, those programs which show statistical success, including growth on the relevant proficiency tests, should receive a "state validation." The schools which house these validated programs should become professional development sites and receive funding annually to support professional development.

Teachers from all the urban districts should be encouraged to apply for four-week study sabbaticals to work with and learn from teachers in the validated programs. Their participation should be funded by the state.

Students, Parents, and Teachers:

Navigating the Transitions to New Levels of Learning

First day of kindergarten . . . decision points . . . internship . . . graduation . . . college. . . the first job . . .

They are major transitions in the lives of students—transitions that need to be approached with great preparation. Understanding the complex components that influence each student's readiness for these transitions and focusing curriculum and instruction on achieving and building upon that readiness is the essence of a student-centered approach to education.

A focus on readiness and successful transitions means expanding the frame of reference used to support each student. It means being willing to put aside traditional perceptions about when the class, the school day, and even the school year, begin and end—and about where the classroom itself ends. It means redefining the boundaries between teaching and learning. It means finding new ways to unite learning in the present and goals for the future. And often it means making up for lost time.

The ease with which students are able to navigate the transitions in their lives depends upon a number of factors, both large and small. It is important to understand these transitions and provide help in navigating them.

Teachers and parents play a major role in helping students through transitions. But there are transitions in the lives of teachers and parents, as well. It is important to offer assistance to parents who are interested in making the transition to active partnerships with schools and to support teachers as they make the transition to new roles that accompany new ways of teaching, new technologies, and new relationships with parents and the community.

Understanding Student Transitions

"Experts can explain anything in the objective world to us, yet we understand our own lives less and less."

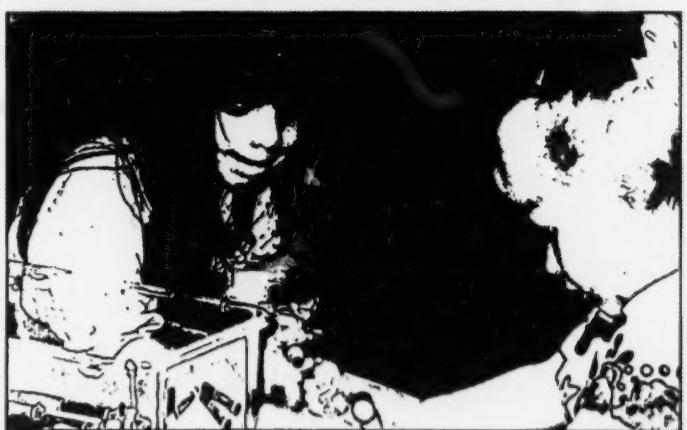
Vaclav Havel,
Poet and former Czech President

The more deeply researchers study learning and cognitive development, the more they discover the complex relationship between the experiences of every individual and his or her educational achievement.

We now know that there are critical periods and times of transition in the lives of children and teenagers that require extra attention. For example, learning during early childhood and preparation for entry into school exert a tremendous influence on a child's later educational success. We now know that students process information differently, learn at different rates, and respond differently to instructional settings, tools, and approaches.

We will need a better understanding of all these factors, as teaching and learning change and as school becomes more closely linked to home, the workplace, and community life. We will need to understand the daily transitions that occur as students navigate through the world of home, school, extracurricular activities, work experiences, and community life—as well as the major transitions that await them as they progress toward adulthood. We will need to recognize the seemingly insignificant decision points that can be the impetus for a quantum leap in knowledge and motivation or the first step in a student's disengagement from the learning process. We will need to enhance the value of programs that expose students to career paths by expanding our insight into the changes that students undergo as they integrate their academic and work experiences.

As our undertanding of these transitions increases, we will begin to see a continuum of transitions—a continuum that closely aligns when, where, and how teaching and learning occur. If we can better understand this continuum, we can help more students navigate the smaller twists and turns that contribute to their readiness for the big leaps.



Recommended Actions - Understanding Student Transitions

Develop and Implement a Transitions Continuum for Students in Urban School Communities

While much is known about the individual developmental stages of our children, there is a need for pioneering research and development toward understanding the many transitions that occur in the lives of urban children and teenagers so that we may better help them complete these transitions successfully. This research needs to become an important part of professional development for new teachers, as well as experienced ones.

Researchers should be encouraged to examine not only major changes, such as the transition from home to school, from middle school to high school, or from high school to college or work, but also the changes that occur as a child moves through the school year or as a child leaves a special education program to enter a mainstream classroom. They should pay particular attention to how conditions that are prevalent in urban communities influence these transitions.

Research should support focused efforts in the following areas:

- Identifying and describing key points of transition in the lives of urban children and teenagers.
- Defining readiness at each of these transition points.
- Developing criteria to guide the design, implementation, and evaluation of learning experiences and interventions that support successful transitions.

The ultimate objective should be a complete transitions continuum that serves as an important frame of reference in creating curricula, instructional strategies, and assessment tools that are student-centered.

Promote Alternatives that Support Successful Transitions

As research yields new understanding of the continuum of transitions in the lives of urban children, urban schools and communities should be encouraged to apply the research to ensure students come to school ready to learn, develop abilities to demonstrate high performance at each stage of readiness, and make successful transitions from one stage to another.

Urban schools and individual teachers should be encouraged to replace traditional schedules, routines, procedures, instructional and testing strategies, and environments with approaches that reflect the results of research in readiness and successful transitions.

Finally, schools and colleges of education need to redesign their teacher preparation programs to reflect the outcomes of this research so that future educators will be equipped with this knowledge.

Aiding Successful Transitions

"The readiness is all."
William Shakespeare

The more we understand transitions, the more we can do to ensure their success. As we conduct research to understand the entire continuum of transitions in children's lives, we need to maximize the effectiveness for urban children and teenagers of two transitions we already know are important: a child's entrance into the school system and his or her exit from school to adulthood.

One of the most important transitions in a child's life is entry into school. While School Readiness Resource Centers in urban communities (described on page 19) are being created to help provide parents the ability to get their children ready for school, it is equally important that schools are ready for children.

More than any other educational innovation, high-quality school readiness programs for young children living in poverty have demonstrated the promise of lasting benefits and a high return on investment. In particular, attendance in full-day kindergarten has far-reaching effects on a child's later academic performance and a broad range of social development benefits.

Also needed is an examination of how the freedom to innovate that will accompany the creation of urban deregulation zones supports successful transitions by enabling changes in the structures, rhythms, and routines of schooling, as well as the instructional strategies used. Research suggests a number of ways to maximize the advantages of deregulation: establishing a one-to-fifteen teacher-student ratio for grades K-3 to facilitate the use of new instructional strategies; creating teams of teachers that work over long periods of time with large populations of multi-age students to reduce costs; rethinking how time is divided and allocated to improve productivity and efficiency; and redefining grade levels as proficiency levels so that students are placed according to their developmental characteristics and proficiency rather than according to chronological age.

Additionally, in communities where high unemployment, poverty, and alienation influence each student's frame of reference, it is important to show students the connections between lifelong learning and meeting their goals. Urban students need opportunities to explore the many options that are open to them. They need to experience the challenge and satisfaction of achieving in the workplace and feeling like valued contributors. And they need to know that school is the starting point for a lifetime of learning.

With innovative approaches to teaching, greater community involvement, the use of technology, and full use of mechanisms such as Ohio's School-To-Work initiative, students in urban schools will have clear links to all the components they need for success in higher education and careers.

Some Successful and Promising Transition Strategies

Statewide Programs

School-To-Work Career Clusters and Career Majors Enhance Students' Interest in Learning

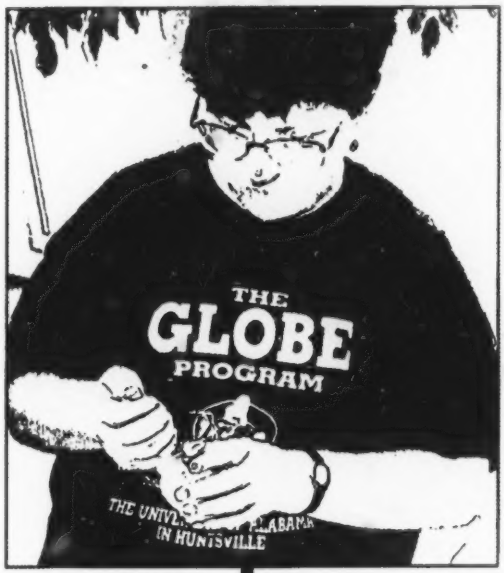
Through the Ohio School-To-Work initiative, the Ohio Department of Education is developing six broad career clusters based on Ohio's current and projected labor market. These clusters can be the basis in urban school districts for learning opportunities that effectively prepare each student for a range of career choices and postsecondary education options. Career clusters being considered are Arts and Communications, Business and Management, Health Services, Human Resources, Industrial and Engineering Systems, and Environmental and Agricultural Systems. Each of these clusters encompasses a number of career majors. Taken together, the clusters provide preparation for the entire range of career choices.

The clusters can play an important role in organizing career awareness and exploration activities during elementary and middle school. At the high school level and beyond, the career clusters and career majors can be used in organizing curricula and instructional strategies and can serve as focal points for connecting school-based and work-based learning experiences within the School-To-Work system.

Jobs for Ohio Graduates (JOG) Helps Students Graduate and Find Jobs

The Jobs for Ohio's Graduates (JOG) program is an excellent example of what effective intervention can do for students in danger of dropping out. Since the 1986-87 school year, the JOG program's sponsorship of the Jobs for America's Graduates (JAG) Senior Program (based on a model developed in Delaware) has assisted 1641 at-risk seniors and realized a graduation rate of 90% and positive employment outcomes of 80%.

A JAG five-year model, which has had significant results in Delaware, is now being tested in high schools in six Ohio districts, including Cincinnati, Cleveland, and Columbus. The five-year program begins in the ninth grade and offers specialized and individualized services designed to change attitudes, enhance skills, and focus the student for success. The program uses a progression of activities and skill acquisitions that are integral and complementary to the school curriculum.



GRADS Program Helps "At Risk" Students

Graduation, Reality, and Dual Role Skills (GRADS) is a nationally recognized in-school program for Ohio's pregnant and parenting teens that focuses on keeping students in school. It helps them develop positive health practices and parenting skills, set career goals, and learn to balance work and family.

Some Local BEST Practices

Kindergarten Initial Profile (KIP) Assesses Readiness

Historically, readiness tests have been used in kindergarten to exclude children from school. Providing kindergarten teachers in the Cincinnati City Schools with information that allows them to plan educational activities around children's developmental needs is the purpose of K.I.P. In the early fall, students receive an assessment in the cognitive, communication, motor, and social-emotional domains. The information is used by teachers to adjust to the needs of the child. Teachers and parents report that K.I.P. has led to fewer frustrations and greater eagerness to learn.

Project Continued Success

Project Continued Success, an Ohio BEST Practice at Aiken High School in the Cincinnati City Schools, is substantially increasing the number of students who go on to college—and who stay enrolled in postsecondary settings after their first year. The program provides intensive pre-college counseling and a structured curriculum that helps students analyze their own values, strengths, weaknesses, and priorities. It has increased college enrollment and retention rates for Aiken students, many of whom were considered at risk.

Recommended Actions AIDING SUCCESSFUL TRANSITIONS

Ensure Quality Early Childhood Programs

To continue building upon its nationally recognized early childhood infrastructure, Ohio needs to assure that all state-funded pre-kindergarten programs meet quality preschool performance standards.

Urban school districts, with support from the state, should provide opportunities for all urban children to attend preschool or Head Start programs followed by all-day kindergarten.

Also, through the Ohio Family & Children First County Councils, urban schools should collaborate with state and local agencies that are sponsoring programs to address the needs of children from birth to age three. Special emphasis should be placed on establishing a solid bridge that transitions children from preschool to school.

Provide Added Support for Successful Transitions in Grades K-3

The development of the basic foundation, particularly the ability to read, is critical to a student's later academic success. To enhance the ability of urban schools to ensure that all students can read by third grade, Ohio should encourage and support a one-to-fifteen ratio of teachers to students in grades K-3 for all urban schools.

Research suggests that a one-to-fifteen teacher-student ratio plays a major role in promoting the instructional practices that researchers have widely recognized as valuable, including hands-on activities, use of manipulative materials, and instruction which is developmentally appropriate for each student. According to research, teachers are more comfortable using these approaches when this ratio is in place.

Initiate Career Majors and Career Clusters in Urban School Districts

In cooperation with the Ohio Department of Education and the School-To-Work Office, urban school districts should improve the relevance of students' learning experiences by strengthening existing programs that use the concept of career clusters and career majors, as well as using the concept in developing additional pilots.

These pilot programs should be organized around the career cluster framework developed through Ohio's School-To-Work initiative. Each cluster should expose students to a range of related career majors and connect to learning in other clusters so that students can move easily from one major or cluster to another.

All clusters and majors should provide a foundation of rigorous applied academics and work-based learning, as well as a strong school-based work/career component, so that students can transition successfully into a range of career and educational options after high school.

The School-To-Work Office and the Ohio Department of Education should pursue funding so that additional pilots can be developed in urban districts.

Expand Investments in JOG and GRADS

Ohio has two nationally recognized programs—Jobs for Ohio Graduates (JOG) and Graduation, Reality, and Dual Role Skills (GRADS)— that are helping to keep at-risk students and teen parents in school and prepare them for the future.

Funding for these successful programs should be expanded. In addition, more resources should be invested in follow-up studies to determine the long-term effects of these programs.

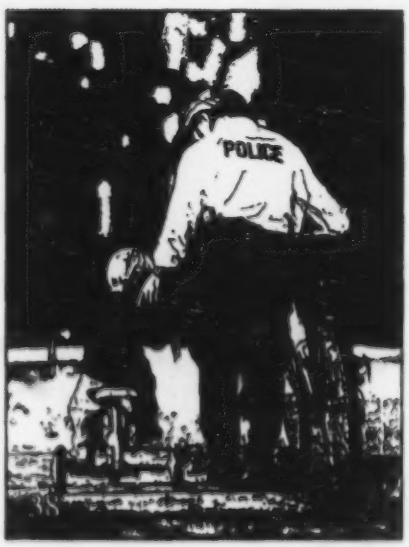
Eliminating Disruptive and Dangerous Behavior

"Rules imposed by external constraint remain external to the child's spirit. Rules due to mutual respect and cooperation take root inside the child's mind."

Jean Piaget,
Educational Philosopher

Behaviors that Require Clear Policies and Consistent Consequences

- The use or purchase of firearms and other weapons
- Sexual and racial harassment
- Gang activity
- Hazing
- The use, sale, possession, or purchase of alcohol, tobacco, and other drugs



It is hoped that higher expectations, more engaging and relevant curricula and instructional strategies, excellent extra- and co-curricular programs, and a community-wide focus on helping students and families meet their needs will prevent and change the disruptive behavior of many students today. But it is not enough to hope for the best and wait for change. We need safe and secure schools where students and teachers can succeed.

Disruptive and dangerous behaviors by students create a pervasive undercurrent that will threaten every improvement urban schools are endeavoring to make. Students whose concentration is continually broken by a fear of violence and intimidation will have more trouble learning. Students who are struggling to give up drugs, break from gangs, and commit to learning will be more likely to fail if they continually confront a powerful culture of negative behavior.

Therefore, Ohio needs a continuum of strategies that will prevent disruptive and dangerous behavior, strategies that will stop the disruptive behavior from affecting the school environment, and strategies that will help bring students whose behavior has been disruptive back to learning.

Prevention: Tactics to address the growing problem of disruptive behavior have been mostly one-dimensional, relying on the removal of the offender from the mainstream classroom. While such measures protect other students, they have proven ineffective in helping the student who was removed. Prevention is more humane and cost-effective. It is imperative that urban schools find effective prevention strategies to address disruptive and dangerous behavior.

Intervention: Effective strategies are needed for intervening with three major types of behavioral situations: the breaking of school rules, acts that place students in the jurisdiction of the courts, and acts that result in the incarceration of students. In each case, strategies should be developed for ensuring that the learning of these students is not interrupted and that most of these students work toward the goal of returning to their original school prepared to learn.

Finally, Ohio needs an Accountability Alliance that unites urban schools, the juvenile justice system, and state and local agencies in assuring that everything possible is done to help students who have lost their focus on learning.

Recommended Actions Eliminating Disruptive and Dangerous Behavior

Develop a Greater Understanding of the Behavior

Urban districts and the juvenile justice system should review their data on disciplinary actions to gain a better understanding of students who exhibit disruptive and dangerous behavior. They should look for patterns that will identify the factors in students' lives, as well as in the instructional strategies, settings, and systems, that may contribute to, reinforce, or reduce disruptive behavior. Adults in school should regard discipline referrals as opportunities to teach students valuable social skills that will promote success in future employment, as well as in school. Some disruptive behavior occurs because students simply don't know how to act appropriately.

Urban schools should adopt a case management approach for addressing the behavior of students who are unruly or delinquent. In this way, teachers and others who work with a student can develop a clearer picture of his or her behavior and its causes, develop an integrated approach for addressing the behavior, ensure that everyone involved has complete information about the student's progress and setbacks, and send a message to the student that he or she is part of a caring community.

Establish a Continuum of Strategies to Prevent Disruptive Behavior

As part of their strategic or continuous improvement plans, urban school communities should work with the juvenile justice system to develop comprehensive programs to prevent disruptive behavior.

In the plans, prevention-oriented programs should be fundamental. One of the most effective strategies for preventing disruptive behavior is creating extracurricular programs that draw students away from negative environments after school and create a sense that the school is their community—the place where they belong.

Therefore, plans should include effective practices such as:

- Peer conflict resolution programs and other activities aimed at reducing discipline referrals, improving school climate, and increasing participants' self-esteem, confidence, and responsibility.
- A range of educational and recreational co-curricular and extracurricular activities.
- Professional development on prevention of disruptive behavior.
- Mentoring and counseling programs.
- Alternative schedules, settings, and strategies.
- Strategies for increasing the school's role as a center of community activity and service.

Local congresses and boards of education should establish committees that represent the school and community to monitor the implementation of the plans, develop evaluation procedures, and report results to the public.

Develop and Enforce Strong Policies on Disruptive and Dangerous Behavior

Orderly schools balance clearly established and communicated rules with a climate of concern for students as individuals. Therefore, school districts should state in writing the behaviors that will not be tolerated and the potential consequences for such behaviors. They should follow these statements with consistent enforcement.

Schools should ensure that parents not only receive these policies but also play an active role in developing and enforcing them.

Recommended Actions Eliminating Disruptive and Dangerous Behavior

Review the Effects of Policies and Strategies on African-American Males

Urban school communities should collaborate in finding prevention and intervention strategies that will reduce the over-representation of African-American males in disciplinary situations.

Districts should review their data on disciplinary actions. In all cases where African-American males—or any other specific populations—are over-represented in receiving disciplinary action, the districts should reexamine their policies, prevention strategies, and intervention strategies to determine whether there are differential effects for specific populations. Subsequently, they should provide a plan of corrective action to local boards and congresses.

Establish an Accountability Alliance to Address Disruptive and Dangerous Behavior

Ohio Family & Children First, working with local congresses, should establish an Accountability Alliance that includes the 21 Ohio urban school districts, the juvenile justice system, and a number of state and local agencies. The Alliance should share accountability for the well-being of troubled youth and provide a range of strategies to deal with the entire continuum of disruptive behavior, including students at risk of being suspended, those under the jurisdiction of the juvenile justice system, and those under the jurisdiction of the Department of Youth Services.

The Alliance would:

- Assume joint responsibility for the design and implementation of a system of needs-based prevention and intervention programming.
- Develop a data system for diagnosis, education, treatment, release, and tracking of each youth.
- Provide a public reporting system that summarizes the purpose of programs and specifies the numbers that return to school, that make a transition to work or higher education, that return to juvenile incarceration, and that enter adult incarceration, as well as calculating related economic and social costs.

Develop Alternative Programs and Schools

Rather than "throwing away" students whose behavior is disruptive or dangerous, urban school districts should create alternative programs and schools that innovatively combine a second chance with strong, appropriate discipline and instruction. The Ohio Department of Education will provide assistance to local urban congresses, boards of education, and educators that decide to create charter schools or alternative programs for students whose behavior requires an alternative setting.

Increasing Partnerships with Parents

"...students at all levels do better academic work and have more positive school attitudes, higher aspirations, and other positive behaviors if they have parents who are aware, knowledgeable, encouraging, and involved."

Joyce L. Epstein,
Schools, Family, and Community Partnerships

Before they say their first words or take their first steps, children have gained an immense amount of knowledge about the world. And at the center of that world are parents.

Most parents have never taken a course in educational psychology or instructional design, but they are experts on their children. Some may not speak English very well or know how to solve a differential equation, but all have a profound influence—positive or negative—on their children's ideas and attitudes about learning. Unfortunately, many parents don't know how valuable their knowledge and influence are, and many schools do little to tap into these vital resources.

A large body of research has indicated that there is a direct link between parents' involvement with schools and their children's achievement. High test scores, positive attitudes, high aspirations, and other success factors are much more common among students whose parents are involved.

In urban communities, parents—and the other caregivers who step in when children suffer the loss of their parents—need powerful signs that they are welcome and needed in their children's schools. Whatever their socioeconomic status or educational level, whether they are single, married, or raising their grandchildren, they need to know that their opinions and ideas matter. Even more importantly, they need to know that they can make a difference to their children just by being there.

Some parents and schools in urban communities need help in connecting and building effective partnerships for children. Parents may want to attend school functions but have no transportation or child care for their small children. School schedules may lack flexibility for parents who are working one or more jobs. Some aspects of the school environment may intimidate parents and undercut teachers' efforts to reach out.

There are parents who lack the knowledge and skill to fulfill their children's needs adequately. School programs should invest in helping these parents. Also, for the first time in recent memory, changes in teaching and learning are creating vast differences between children's educational experience and the experiences their parents remember. Welcoming parents as participants in these changes will bridge the gap.

Recommended Actions

Increasing Partnerships with Parents

Open Doors for Active Parental and Family Involvement in the Educational Lives of Urban Children.

Urban school communities, in collaboration with others, should design and implement programs for identifying and addressing parental concerns and suggestions, as well as for providing parents with concrete suggestions for home-based involvement and support for learning.

Policies and programs should be developed that help raise parental expectations for their children's learning, remove barriers to parent involvement, and promote full partnerships between teachers and parents that focus on the education of children.

Such programs might include:

- Action Teams of parents and educators at each school building that plan and implement parental and family involvement activities.
- Parent Advisory Councils, appointed by boards of education, that facilitate parental and family involvement in such tasks as developing, planning, and evaluating programs and support for families.
- Parent resource rooms in school buildings that provide settings where parents can learn new skills and interact with teachers, principals, and other parents.
- Parent participation in site-based decision making.
- Business and industry collaboration with schools to provide employees time and encouragement to volunteer in the schools or participate in school activities.
- Opportunities within the school curriculum and community-based programs for parenting and family education.

Involve Parents in Child Advocacy

Parents in urban communities can make a major difference in school improvement by volunteering their time to help all students get the support they need.

The expertise of parents who are effectively raising their own children would be of great value in the school's efforts to develop plans for addressing the needs of individual children who can benefit from positive adult support. The concern and involvement of an adult role model or mentor in a child's life may make all the difference.

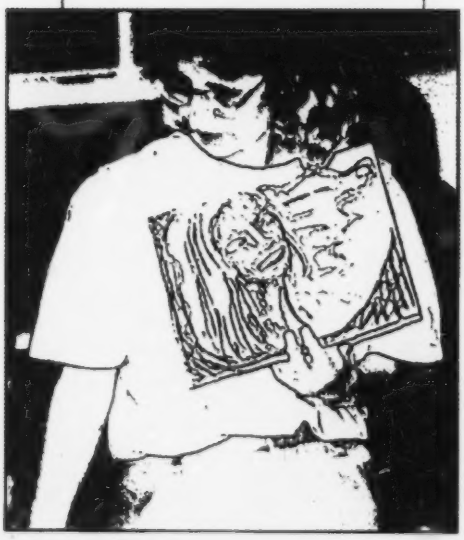
Focus on Areas of Need

The Ohio Department of Education and urban school districts should strengthen parent and community participation in the following areas:

- Planning and decision making related to the operation of the educational system.
- Observing and volunteering in the classroom or serving as paid employees.
- Opportunities to work with their children in cooperation with school personnel.
- Opportunities to learn parenting skills and skills for aiding their children's development.
- Opportunities to engage in learning experiences and educational programs needed for their career goals.

Refocusing Professional Development

"We must be the change we want to see in the world."
Gandhi



Teacher, Facilitator, Co-learner—Collaborator, Partner, Leader—Practitioner, Researcher, Program Designer—Law Enforcer, Caregiver, Friend—Crisis Manager, Data Collector, Strategic Planner—Business Consultant, Community Liaison—Conflict Mediator, Career Counselor, Child Advocate . . .

This list is not a history of someone's major career changes. It is a list of some of the transitions many urban educators need to make in the course of a typical school year. As the recommendations in this report are implemented, these role changes will occur even more frequently.

To keep today's urban teachers and administrators prepared for this continual state of transition—and to ensure that new educators arrive prepared for the challenges of urban schools—it will be necessary to refocus professional development.

Urban schools need teachers who can design and carry out innovative, learner-centered instructional approaches that are directed toward high achievement and who bring the researcher's spirit of inquiry to classroom practice. They must be comfortable with using technology and teaming with people in their own school buildings and profession, as well as with a variety of different people in business, at universities, and in the community. They must be prepared to address challenging learning problems, as well as the complex array of social problems that exist in urban communities.

To support the growth and development of urban educators, we need new content and competencies. We need strategies to ensure that the urban teaching force is enriched by teachers who were once students in urban schools. In addition, we need both top-down and bottom-up coordination to create a coherent professional development system for Ohio's urban educators.

We need urban educators to develop partnerships with one another that can address the complex problems and challenges of urban schools, and we need educators who can lead as well as collaborate.

Recommended Actions REFOCUSING PROFESSIONAL DEVELOPMENT

Create Comprehensive Professional Development Plans and Delivery Systems

The Ohio Department of Education, in collaboration with urban districts, colleges and universities, and regional professional development centers, should develop and implement a coherent system of professional development funding, services, and programs.

Urban schools should design professional development plans as components of their strategic or continuous improvement plans. These plans should provide for a coherent system of professional development that does the following:

- Identifies desired outcomes for districts, buildings, educators, and students.
- Consolidates professional development funds available from different sources and coordinates programs in support of desired outcomes.
- Focuses on who we teach, how we teach, and what we teach.
- Continues the recruitment, preparation, and continuous education of urban educators.

Promote Instructional Research in Classrooms

We need to reinvent teaching and learning, and we need to do so in the midst of day-to-day work. Professional development for urban educators in this context calls for adequate time and resources to learn, investigate, experiment, consult, and evaluate through opportunities that are embedded in the organization of a work day and a work year.

Therefore, in collaboration with professional associations and colleges and universities, teachers should engage in interdisciplinary and interprofessional research toward the goal of developing innovative new instructional strategies. Teachers also should have the opportunity to engage in action research to inform their own practice.

Broaden the Context of Professional Development

Teachers will become empowered not by controlling the details of school management but by gaining greater knowledge about their field, their professional community, and the educational policies that shape their environment. Therefore, urban school districts should work with professional teacher associations, the Ohio Department of Education, Ohio's Regional Professional Development Centers, business and industry, colleges and universities, and members of the community to develop new professional development content that reflects the changing roles of educators both in the classroom and in the community.

Urban school districts should lead the way in creating professional development opportunities that address urban challenges, such as integrated delivery of services, integrated intervention, and collaboration with parents and community members.

Specify Unique Urban Competencies

The State Board of Education in collaboration with urban districts and institutions of higher education should build upon the state's performance-based licensure system and specify competencies for urban educators that begin at the pre-service training level and extend through the entire continuum of professional development. These competencies should be reflected in licensure endorsements.

Develop New Strategies for Ensuring Representativeness

The State Board of Education, in collaboration with urban districts and professional teacher associations, should create recruitment and incentive programs to encourage urban youth and second-career adults to become educators for tomorrow's urban school districts. Such programs might include secondary-level "future educators" programs and forgivable student loans.

Recommended Actions REFOCUSING PROFESSIONAL DEVELOPMENT

Develop Powerful Partnerships and Collaboratives

Teachers and principals in urban school districts should develop professional development partnerships and collaboratives with each other, as well as participate in existing local, regional, statewide, and national professional development groups.

Urban teachers should pursue opportunities for interprofessional and interdisciplinary activities, such as cross systems training, and they should engage in professional development activities that include participation by parents and community leaders.

Expand the Use of Technology as a Tool of Collaborative Professional Development

Urban teachers should have access to and use electronic resources to pursue professional development opportunities and interact with urban teachers across the country and across the world. Urban teachers also should increase their participation in SchoolNet's Regional Communities of Practice, which offer new opportunities for problem solving and sharing ideas with teachers in other urban schools and districts across the state, with college and university faculty, and with industry.

Form and Join Collaboratives in Math and Science

In the areas of math and science, collaboration is essential because of the need to share resources, as well as the inherent role collaboration plays in the scientific disciplines being taught.

Therefore, schools in urban districts should establish and actively participate in ongoing professional development collaboratives for science and mathematics teachers, such as Battelle's Math and Science Network and the Ohio Mathematics and Science Coalition.

Each of the 21 urban school district collaboratives, including postsecondary institutions and regional professional development centers, should implement targeted training strategies drawn from Project Discovery's models. Each should provide school communities with technical assistance, formative evaluation services, and documentation and dissemination of successful strategies.

The State of Ohio, the Board of Regents, and the Ohio Department of Education should fund math/science professional development for urban teachers by reallocating carryover funds appropriated to match the National Science Foundation Grant for Project Discovery.

A Foundation for Change:

Improving Facilities and Funding Mechanisms

Warmth and comfort, newness and cleanliness, light and color all matter in the educational process. Up-to-date books, science equipment, well-furnished libraries, and computers make a difference in teaching and learning.

In many urban schools, children are asked to perform in a setting that is unhealthy and unsafe. They are asked to give the best of themselves in a climate that distracts and disheartens.

In many of Ohio's urban schools, children must wear coats and gloves in the classroom during the winter months and suffer heat and humidity, compounded by poor ventilation, in spring and fall. Imagine what that is like for a child who has asthma or other health problems.

In many of Ohio's urban schools, children and teenagers look around and see broken windows, holes in the walls, water dripping through the roof, and restrooms that are perpetually out of order. They see classrooms devoid of color and sunlight. They sit in broken desks and share outdated textbooks. They look out of cracked windows at desolate schoolyards.

We want them to reach for the stars. But they are receiving a different message from their physical surroundings. Better facilities are a tangible way to tell urban children that their contributions will be valued—that their learning matters to us.

Facilities and Finance

"All our children ought to be allowed a stake in the enormous riches of America."
Jonathan Kozol

Funding Facts

Businesses and public utilities pay 59% of the urban districts' property taxes.

State funds are a substantial part of the urban districts' budgets.

Local funds in urban districts are growing at a slower rate than in the rest of Ohio's districts.

Many urban superintendents are operating on the brink of financial bankruptcy.

It is time to revisit how we fund urban schools.

A statewide comparison of per-pupil spending does not tell the full story. Out of this per-pupil amount, urban schools must maintain antiquated heating and ventilation systems, as well as pay the high energy bills caused by the inefficiency of these systems. They must invest more in security measures to protect their students and property. They must invest more in programs and trained personnel that address the needs of students who because of physical and learning disabilities, health problems, and other factors are not ready to take advantage of the learning experiences being offered to them. And, they must invest more in preventing and treating the ravages of violence, drugs and alcohol, and other disruptions.

Basic needs must be met. Ohio needs to identify the true cost of educating an urban student, taking all factors into account, and commit to ensuring that the cost is met.

Additional funding, however, is only part of the answer.

Pride in Ownership: The freedom that comes with the creation of urban "deregulation zones" also offers greater opportunities for urban school communities to find innovative solutions to facility-related problems. The ingenuity and dedication of students, the private sector, and local community members can make a significant difference in efforts to improve and beautify urban school buildings and campuses. Urban school communities should make every effort to ensure that investments in school facilities are matched by a sense of community-wide pride and stewardship.

Leveraging of Resources: More must be done to leverage the resources that are already being made available to urban schools. Systemic changes will ensure that funding provided to urban schools is used productively and efficiently.

For example, Ohio's SchoolNet and SchoolNet Plus programs have worked to ensure that all Ohio schools receive additional resources for technology. However, many of Ohio's urban schools are unable to take advantage of these resources without replacing their outdated electrical systems or making other renovations. The regulations created to ensure that schools spend SchoolNet money primarily on technology, when coupled with resource constraints, preclude retrofitting facilities. This means that many urban students will be deprived of 21st century learning experiences by 19th century school infrastructures.

Statewide Systemic Changes: Many of these systemic changes would benefit all Ohio school districts. For example, a simplified finance system, including SF-12 funding formulas, would lead to more informed decisions about school funding by the public.

All students in Ohio with special needs would benefit from the assurance that categorical aid is equal to or greater than the basic aid provided to support regular students.

All schools could benefit if a portion of their bond issues could be dedicated for maintenance purposes and if district property tax levies could be used for dual purposes, such as financing permanent improvements and building operating expenses, financing bonds and building operating expenses, financing permanent improvements and general operating expenses, or financing a bond issue and general operating expenses.

A number of approaches to streamlining local funding procedures also would benefit all Ohio school districts. But they would make a major difference in large urban districts.

For example:

- State and local funds that run over the State fiscal year should continue to be used to maintain their total appropriation amount beyond the fiscal year without any adjustment or reductions due to revenue receipts.
- Blanket purchase orders for a specific line-item amount should be increased beyond the current $5,000 per month limitation.
- The current $25,000 limit on competitive bidding should be raised to at least $50,000.

In addition, urban schools should be provided with technical assistance to help prepare a Comprehensive Annual Financial Report (CAFR). This report should document the use of educational funds and be shared with a range of audiences and constituencies.

Uniquely Urban Funding Alternatives: The special problems and needs of urban districts also would benefit from some innovative solutions to problems in funding facilities and school finance—solutions that will not place a heavy burden on Ohio's taxpayers but that will give Ohio the economic benefit of modern, pleasant, productive learning environments for all of its children and teenagers.

However, Ohio's urban schools cannot afford to wait for these solutions to be developed and phased in. They need to begin rebuilding and repairing facilities, obtaining books and equipment, and enhancing the learning environment now.

To do this, Ohio must authorize alternative funding sources, lay the groundwork for systemic change, and assure each urban school district a consistent tax base.

Recommended Actions FACILITIES AND FINANCE

Create New Options for a School Facilities Program

The Office of Budget and Management should empanel a group of investment banking firms to generate innovative financing approaches for constructing and rebuilding urban school facilities in Ohio.

Since the State's level of bonded indebtedness cannot be increased, targeted short-term strategies are needed to begin addressing school facilities while innovative solutions are developed.

In the short term, the State of Ohio should set aside lottery profits for a school facility program to generate bonds.

In addition, the State should authorize alternative sources of financing for school facilities, including:

- Raising the limitation of unvoted indebtedness to 3% for qualified school facility projects.
- Authorizing the State to pay a share of the school district's rental obligation on lease/purchase agreements to finance the improvements of school facilities.
- Easing House Bill 920 rollback requirements, and, with clearly defined time limits, allowing the inflationary growth to be applied solely to capital improvements.

Identify True Costs

To inform decision-making about funding, urban school districts and the Urban Congress should perform research that will identify the unique costs of educating an urban student.

Assure the Tax Base

The General Assembly should pass legislation that makes provision for alternative sources of revenue to offset tax abatements and enables school districts to share in new revenues the abatement generates over time.

In addition, companies should be required to communicate the value of tangible personal property to schools in a timely manner to avoid severe impact on the district's financial condition.

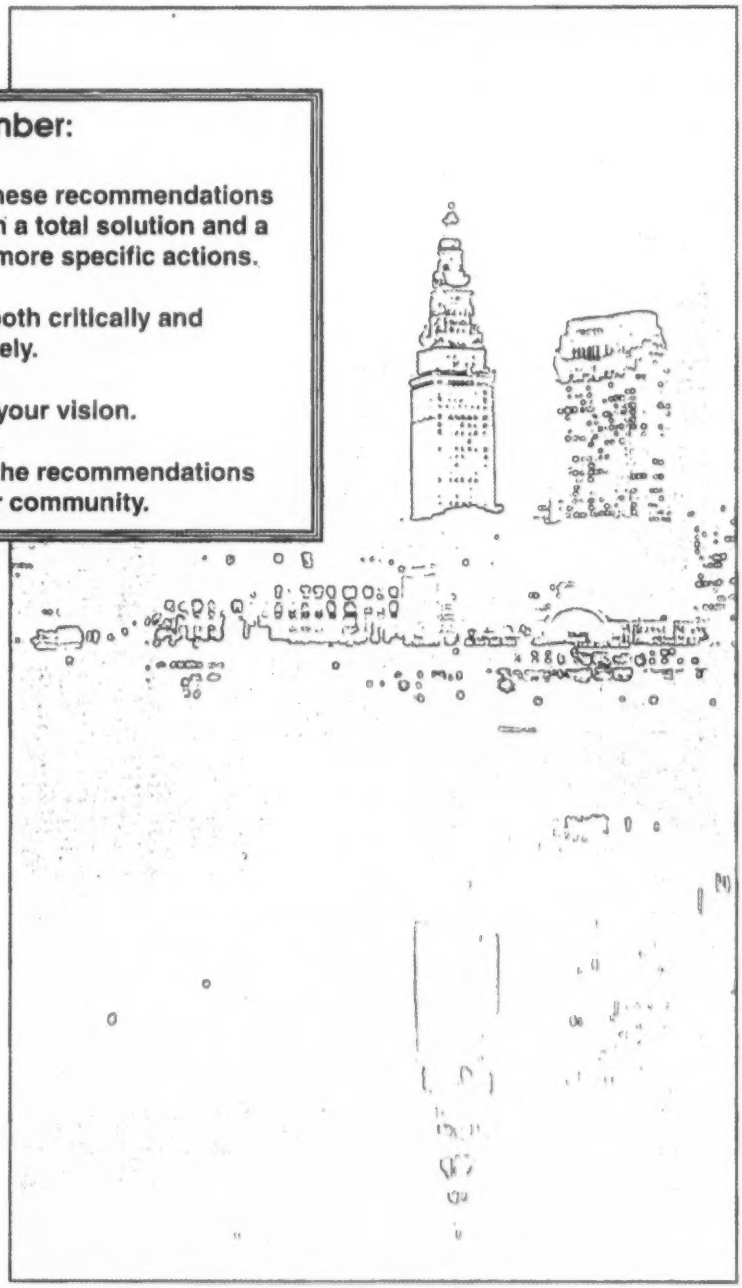
Establish Procedures for Streamlining at the Local Level

Ohio should eliminate the 447 Disadvantaged Pupil Impact Aid (DPIA) fund and set up a special center within the General Fund established for DPIA expenditure reporting. Reporting specifically how expenditures meeting DPIA criteria should continue.

The Next Challenge: Implementation

Remember:

- **View these recommendations as both a total solution and a set of more specific actions.**
- **Read both critically and creatively.**
- **Share your vision.**
- **Tailor the recommendations to your community.**



BEST COPY AVAILABLE

Potential Questions about Implementation

As implementation of the recommendations in this report begins, you may have some questions. We have tried to anticipate them and answer them as follows:

Who is the audience?

The recommendations are directed to a range of individuals and organizations connected to Ohio's urban school communities. Most recommendations require collaboration at both the state and local levels for effective implementation. We urge individuals to read all of the recommendations and think about ways to support those that are targeted to other audiences. A matrix of responsibility for quick reference is provided on page 52.

What is the time line for these recommendations?

Although time lines for some activities will be published in the future, most can be implemented by each community or organization according to the time line that is workable for the available capabilities and resources. Similarly, many recommendations can be implemented through action items developed locally.

Some recommendations have a clearly defined beginning and ending; others are open-ended. Some are small steps toward incremental change. Others represent a decade or more of evolution or intensive large-scale efforts that require a concerted effort by several stakeholders.

How should these recommendations be implemented?

Although some guidelines for implementation will be provided in the future, the communities and agencies that use this report are encouraged to develop their own implementation strategies. In fact, for some recommendations, examples of successful implementation already exist in Ohio.

Different individuals, organizations, and communities may implement the recommendations according to different priorities. Their investments in each recommendation may vary. They may approach implementation and use resources in dramatically different ways, and they may set different short-term goals. In many cases, we hope, they will integrate the ideas in this report into their own existing ideas and initiatives.

We believe that these recommendations are broad and flexible enough to be implemented within the varying contexts of different communities as long as they are implemented with a spirit of shared vision and collaboration, a sense of mutual responsibility, an acceptance of accountability, and, most of all, a focus on the educational success of students.

Shared Responsibility Matrix

Recommendations	Who is responsible?			
	Urban School Communities	Ohio Department of Education or State Board	Other State and Local Agencies	Legislators
Forming Local Urban Congresses	●			
School Improvement Plans	●	●	●	
Accountability System	●	●	●	●
School Readiness Resource Centers	●	●	●	
Cross-Agency Budget		●	●	●
Urban Deregulation Zones	●	●	●	●
Urban Venture Fund		●	●	●
Adoption of Proposed Standards		●		●
Challenging Curriculum	●	●		
New Assessments	●	●	●	●
Improved Data	●	●	●	●
Multiple Pathways to Learning	●	●	●	●
Research-Based Programs in English, Language Arts, and Math	●	●		
Transitions Continuum	●	●	●	
Access to All-Day Kindergarten		●	●	●
Career Cluster/Major Approach	●			
Programs for At Risk Students	●		●	
Continuum of Strategies for Disruptive Behavior	●		●	●
Accountability Alliance	●	●	●	●
Partnerships with Parents	●		●	
Comprehensive Professional Development System	●	●	●	
Urban Teacher Competencies	●	●		●
New Contexts	●			
Professional Development Collaboratives	●	●		●
Funding of Facilities	●			●
Cost Analysis for an Urban Student		●	●	
Assured Tax Base				●
Streamlined Procedures	●			●

Appendix

Starting Points for Performance Measurements

The proposed *Standards for Ohio Schools* include mechanisms for measuring the performance of school districts and determining the degree to which their performance improves each year.

Measuring Rate of Improvement

To calculate improvement, a standard unit of improvement is proposed:

Improvement = [Square root of ((P X (1-P)) /N)]

P is the percentage (between 0 and 1) reported by the district.

N is the number of students used in the calculation of P.

X denotes multiplication and / denotes division.

Under the proposed standards, districts that demonstrate improvement of greater than two standard improvement units in achievement, attendance, graduation rate, and other performance areas during a given school year would be eligible for improvement awards.

Performance Calculations and Benchmarks

The proposed standards also include methods for defining and calculating performance indicators. Criteria are established in each area of performance. Schools and districts that meet or exceed established high performance benchmarks on the basis of a three-year average would be named "high-performance" schools and districts.

As proposed, performance would be calculated and criteria and benchmarks assigned as follows:

Achievement = The percentage of students who pass the fourth-, sixth-, and twelfth-grade proficiency tests and the cumulative percentages of students passing the ninth-grade proficiency test as of spring of their ninth-grade year and as of spring of their tenth-grade year. The performance criterion for the fourth-, sixth-, and twelfth-grade tests is 75%. For the ninth-grade test, it is 75% for ninth graders and 85% for tenth graders. The high-performance benchmark is 85% for the fourth-, sixth-, and twelfth-grade tests, 85% for the ninth-grade test in the spring of ninth grade, and 95% for the ninth-grade test in the spring of tenth grade.

Attendance Rate = The ratio of the number of students actually in attendance to the number of students who were required to be in attendance. The performance criterion is 93%, and the high-performance benchmark is 95%.

Dropout Rate = The ratio of the number of ninth- through twelfth-grade students who withdraw for reasons other than transfer or graduation over the course of a school year to the number of students enrolled in grades nine through twelve at the beginning of the school year. The performance criterion is 3%, and the high-performance benchmark is 1%. (Dropout rate will not be used after 1998.)

Graduation Rate = The ratio of the number of students entering ninth grade to the number of students receiving diplomas four years later. (The numbers are adjusted to reflect students who transfer into and out of the district.) The performance criterion is 90%. The high-performance benchmark is 95%. (Graduation rate will replace dropout rate in 1998.)

Resources

Putting Learning First: Governing and Managing the Schools for High Achievement. Research and Policy Committee of the Committee for Economic Development, 1994.

First Things First: What Americans Expect from Public Schools. Public Agenda, 1994.

Given the Circumstances, Teachers Talk About Public Education Today. Public Agenda, 1996.

School-Linked Comprehensive Services for Children and Families. Office of Educational Research and Improvement, 1994.

Meaningful Chaos: How People Form Relationships with Public Concerns. Prepared by the Howard Group for the Kettering Foundation, 1993.

The Same Client: The Demographics of Education and Service Delivery Systems, by Harold L. Hodgkinson, Center for Demographic Policy, Institute for Educational Leadership, Washington, D.C., 1989.

The 28th Annual Phi Delta Kappa/Gallup Poll of the Public's Attitudes Toward the Public Schools. Kappan, September 1996.

The Purposes of Education in American Democracy. Education Policies Commission, 1938.

The Forgotten Half, Pathways to Success for America's Youth and Young Families, 1992.

Research and Development Report, Center on Families, Communities, Schools, and Children's Learning. Johns Hopkins University, Baltimore, Maryland.

Critical Issues for Children and Youths, The Future of Children. The David and Lucile Packard Foundation, Summer/Fall 1995.

Building Communities from the Inside out, A Path Toward Finding and Mobilizing a Community's Assets. John P. Kretzmann and John L. McKnight, Center for Urban Affairs and Policy Research, Northwestern University, Evanston, Illinois, 1993 (Third Printing).

Building Collaborative Education Systems: New Roles for State Education and Higher Education Agencies. Policy Briefs, North Central Regional Education Laboratory, Oak Brook, Illinois, 1994.

Dayton/Montgomery County, Human Services Assessment. The Dayton Business Committee, March 1996.

America's Smallest School: The Family. Policy Information Center, Educational Testing Service, Princeton, New Jersey, 1992.

Congress of Urban School Constituencies

The following individuals helped to inform, review, and guide the work of the Urban Schools Initiative. However, the recommendations presented in this report do not necessarily reflect the views of these individuals or their respective organizations.

Crystal Allen
Assistant Director,
Public Children Services Association of Ohio

Melanie Bates
State Board of Education

Fred Blosser
Superintendent,
Canton City Schools

Jean Booker
Board of Education,
Dayton City Schools

Bob Bowers
Superintendent,
South-Western City Schools

Phil Brunton
Teacher,
Douglas Alternative School,
Columbus City Schools

Eric Burkland
President,
Ohio Manufacturers Association

Margaret Burley
Executive Director,
Ohio Coalition for the Education of Handicapped Children

Peg Burns
Executive Director,
Family Service Council of Ohio

Carol Caruso
Executive Vice President,
Ohio Cable Television Association

Susan Cave
Director,
Ohio Municipal League

Michael Charney
Teacher,
Cleveland Teachers Union

Roger Coffman
Principal,
Kenwood Alternative Elementary School,
Columbus City Schools

Philip E. Cole
Executive Director,
Ohio Association of Community Action Agencies

John Cunningham
Policy Coordinator,
Child Care and Family Services,
Ohio Department of Human Services

Martha de Acosta
Urban Child Research Center,
Levin College of Urban Affairs,
Cleveland State University

John D. Dickerson
Assistant Commissioner,
Ohio High School Athletic Association

Hannah Dixon
Board of Education,
Springfield City Schools

Bill Dolan
Executive Director,
Ohio Hunger Task Force

Luceille Fleming
Director,
Ohio Department of Alcohol and Drug Addiction Services

Merrill Grant
Superintendent,
Toledo City Schools

Marvin Gutter
Vice President,
Columbus State Community College,
Ohio Association of Community Colleges

Sheryl Hansen
Director of Educational Improvement and Innovation,
Ohio Education Association

Patricia Harmon
Executive Director,
Ohio Parents for Drug-Free Youth

Shirley Hawk
Board of Education,
Cleveland City Schools

Judge Sylvia Hendon
Hamilton County Juvenile Court

Michael R. Hogan
Director,
Ohio Department of Mental Health

Lincoln Houghton
Principal,
Glenville High School,
Cleveland City Schools

Virginia Jeffries
Board of Education,
Canton City Schools

Lawrence J. Johnson
College of Education,
University of Cincinnati

Oliver Jones
Executive Director,
Ohio Humanities Council

Daniel Kalish
Executive Director,
Martha Holden Jennings Foundation

Bishop Robert W. Kelley
Executive Director,
Ohio Council of Churches

Pat Kennedy
Board of Education,
Toledo City Schools

Ronald Marec
President,
Ohio Federation of Teachers

Jack Maynard
President,
State University Education Deans

James McLoughlin
Dean,
College of Education,
Cleveland State University

Ray Miller
President,
National Urban Policy Institute

Jeffrey J. Mims
Legislative Liaison,
Dayton City Schools

William Morris
Ohio Library Board

Geno Natalucci-Persichetti
Director,
Ohio Department of Youth Services

Kathleen Neal
Superintendent,
Springfield City Schools

John O'Handley, M.D.
Ohio Academy of Family Physicians

Marie S. Pfeiffer
State Board of Education

Louise Porter
Director,
District 11,
Ohio Congress of Parents
and Teachers

Denny Ramey
Executive Director,
Ohio State Bar Association

Cindy Rawlins
Ohio Lions, Inc.

Mark Real
Executive Director,
Ohio Chapter of the
Children's Defense Fund

Gaye Reissland
Executive Director,
Building Responsibility, Equality,
and Dignity (BREAD)

J. Roderick Rice
Executive Director,
Buckeye Association of School
Administrators

Jacqui Romer-Sensky
Deputy Chief of Staff,
Governor's Office

Warren Russell
Director Legislative Services,
Ohio School Boards Association

Joe Rutherford
Legislative Consultant,
Buckeye Association of School
Administrators

Hayward Sims
Superintendent,
East Cleveland City Schools

R. Arline Smith
State Board of Education

W. Randy Smith
Department of Geography,
The Ohio State University

Richard Stoff
President,
Ohio Business Roundtable

David C. Sweet
Dean,
Urban University Program Chair,
Levin College of Urban Affairs,
Cleveland State University

Arnold R. Tompkins
Director,
Ohio Department of Human Services

Christy Tull
Ohio Center for Law
Related Education

Jan Walton
Executive Director,
DARE Association of Ohio

James Williams
Superintendent,
Dayton City Schools

Susan Wolf
Executive Director,
Ohio Human Services Directors
Association

Penny M. Wyman
Executive Director,
Ohio Association of Child
Caring Agencies

The USI Work Groups

Professional Development Work Group

Susan Witten, chair	Ohio Department of Education, Professional Development and Licensure
Judy Gray	Akron City Schools
Bob Neading	Canton City Schools
Suzanne Hall	Cincinnati City Schools
Mark Dudek	Cleveland City Schools
Norma Conner	Cleveland Heights-University Heights City Schools
Jim Sims	Columbus City Schools
Mary Henderson	Dayton City Schools
Nylajean McDaniel	East Cleveland City Schools
Norma Singleton	East Cleveland City Schools
Joan Sigafoos	Elyria City Schools
Katie Shorter	Euclid City Schools
Donna Gereb	Hamilton City Schools
Carolyn Reinhart	Hamilton City Schools
Charles Eichelberger	Lima City Schools
Larry Melia	Lorain City Schools
Brenda Long	Middletown City Schools
Gene Norris	South-Western City Schools
Pamela Young	Springfield City Schools
Pat Piper	Toledo City Schools
Jama Roman	Toledo City Schools
Virginia Kudrich	Warren City Schools
Mark Leiby	Warren City Schools
Penny Senyak	Youngstown City Schools

Staff Support Team

Charlotte Coomer	Ohio Department of Education Vocational and Adult Education
Rae Harriott	Professional Development and Licensure
Marilyn Troyer	Professional Development and Licensure
Jim Jilek	Professional Development and Licensure
Lester Morrow	Student Development
Jay Flu-Allen	Special Education
Kristen Kask	Special Education
Judy Braithwaite	Columbus Education Association
Charles Neal	Ohio Future Educators Association
Terry Wyatt	Toledo Federation of Teachers
Jeannine Fox	Wittenberg University

Student Achievement Work Group

Peggy Kasten, chair	Ohio Department of Education, Professional Development and Licensure
Sylvester Small	Akron City Schools
Fred Crewes	Canton City Schools
Deanna Spring	Cincinnati City Schools
David Petschauer	Cleveland City Schools
Pamela Smith	Cleveland Heights-University Heights City Schools
Edward Wells	Cleveland Heights-University Heights City Schools
Diane Ging	Columbus City Schools
E. Jean Harper	Dayton City Schools
Nylajean McDaniel	East Cleveland City Schools
Andrea Tiktin	East Cleveland City Schools
Joyce Bouman	Elyria City Schools
John Fell	Euclid City Schools
Rhonda L. Bohannon	Hamilton City Schools
Everett Mann	Hamilton City Schools
Virgil Mann	Lima City Schools
David Majesky	Lorain City Schools
Ann Lewis	Mansfield City Schools
Susan Combs	Middletown City Schools
Carolyn Dudley	Middletown City Schools
Nancy Bushman	Parma City Schools
Glenn Lambert	Springfield City Schools
Connie Johnston	South-Western City Schools
Karen Timura	South-Western City Schools
Craig Cotner	Toledo City Schools
Mary Lepisto	Toledo City Schools
Elaine L. Washington	Toledo City Schools
Jane McGee Rafal	Warren City Schools
Wendy Webb	Youngstown City Schools

Staff Support Team

Gene Todd	Ohio Department of Education Vocational and Adult Education
Gabe DeSantis	Assessment and Evaluation
Keith Gochnour	Assessment and Evaluation
Carol Brown	Professional Development and Licensure
Stan Santilli	Professional Development and Licensure
Kent Minor	Professional Development and Licensure
Rosa Lockwood	Special Education
Colleen Sexton	SchoolNet
Vicki Bobbitt	Ohio Family & Children First

Parental Involvement Work Group

Connie Ackerman, co-chair	Ohio Department of Education, Office of Family and School Partnerships
Cathy Oriole, co-chair	Ohio Department of Education, Office of Family and School Partnerships
Sandra Stubbs	Akron City Schools
Dick Baughman	Canton City
Lionel H. Brown	Cincinnati City Schools
Deborah Cochran	Cleveland City Schools
Kathleen Dorsey	Cleveland Heights-University Heights City Schools
Marlene Dorsey	Columbus City Schools
Jennifer Simms	Columbus City Schools
Mattie P. White	Dayton City Schools
Iris Fields	East Cleveland City Schools
Sandra Lawrence	East Cleveland City Schools
Patricia Parker	East Cleveland City Schools
Richard Ackerman	Elyria City Schools
Adele Tekeli	Euclid City Schools
Roberta Matty	Euclid City Schools
Larry Bowling	Hamilton City Schools
Velma Green	Lima City Schools
Karen Mahan	Lorain City Schools
Marilyn Teague	Mansfield City Schools
Sandra Locher	Middletown City Schools
Joan Durgin	Toledo City Schools
April Caraway	Warren City Schools
Nancy Murray	Youngstown City Schools

Staff Support Team

Ann Bohman	Ohio Department of Education Student Development
Mark Ealy	Professional Development and Licensure
Betty Drummond	Assessment and Evaluation
Connie Heck	Assessment and Evaluation
Ellen Frasca	Special Education
Charles Kozlesky	Federal Assistance
Sandy Laurenson	Vocational and Adult Education
Sandy Miller	Early Childhood Education
Laurie Osborne	Canton City Schools
Irma Tumer	Columbus Council of PTA
Aloma Gibbs	Ohio Family & Children First
Linda McCart	Ohio Family & Children First
Sharlene Ward	Zanesville City Schools

Interagency Collaboration Work Group

Marty Miller, chair	National Urban Policy Institute
Joann Robb	Akron City Schools
Cleo Lucas	Canton City Schools
Ray Finke	Cincinnati City Schools
Richard Meyer	Cincinnati City Schools
Robert Golden	Cleveland City Schools
Roger Vince	Cleveland Heights-University Heights City Schools
Robert Barrow	Columbus City Schools
Margaret Sandberg	Dayton City Schools
Hayward L. Sims	East Cleveland City Schools
Robert McLaughlin	Euclid City Schools
Everett Mann	Hamilton City Schools
Charles Buroker	Lima City Schools
Gerald Kordelski	Lorain City Schools
Margaret Edwards	Middletown City Schools
Harvey Nesser	South-Western City Schools
Kathleen Neal	Springfield City Schools
Marilyn Schiffer	Toledo City Schools
Gordon Hazen	Warren City Schools
Benjamin McGee	Youngstown City Schools

Staff Support Team

Tom Applegate	Ohio Department of Education Vocational and Adult Education
Jeff Gove	Vocational and Adult Education
Vicki Melvin	Vocational and Adult Education
Judy Airhart	Student Development
Mark Lynskey	Student Development
Paul Marshall	Governmental Relations
Sherry Mullett	Professional Development and Licensure
Mary Lou Rush	Early Childhood Education
Luceille Flemming	Ohio Department of Alcohol and Drug Addiction
Jack Littlefield	Ohio Department of Youth Services
Renee Bostick	Ohio Department of Mental Health
Jerry Bean	Ohio Family & Children First
Karen Sanders	Ohio Family & Children First

Finance/Facilities Work Group

Jim Van Keuren, co-chair	Ohio Department of Education, Chief Financial Officer
Susan Tavakolian, co-chair	Ohio Department of Education, School Finance
Barbara Murphey	Akron City Schools
Jim Reinhard	Canton City Schools
Steve Ottermann	Cincinnati City Schools
Robert Hacking	Cleveland City Schools
Alan Wolf	Cleveland Heights-University Heights City Schools
Ben Pittman	Columbus City Schools
Steve Vargo	Columbus City Schools
Judy K. Peck	Dayton City Schools
Stephen Chapnick	East Cleveland City Schools
Steve Huzicko	Elyria City Schools
Lowell Davis	Euclid City Schools
Bob Hancock	Hamilton City Schools
Everett C. Mann	Hamilton City Schools
Terry Hill	Lima City Schools
Joseph Distaola	Middletown City Schools
Steve Pereus	Toledo City Schools
Greg Slemons	Warren City Schools
William Volosin	Youngstown City Schools

Staff Support Team

Phil Allen	Ohio Department of Education Grants Management
Frank Brown	School Finance
Melanie Drerup	School Finance
Margaret Callaghan	Vocational and Adult Education
Edna Kimm	Early Childhood Education
Kathleen Schindler	Special Education
Barbara MacDonald	Special Education
Lorita Myles	Child Nutrition Services
Jim Payton	Policy Research and Analysis
Gregg Stubbs	Professional Development and Licensure
Loyd Stuller	Student Development
Russ Harris	Ohio Education Association
Don Skaggs	Ohio Family & Children First
Bob Kish	State Auditor's Office

Disruptive Students Work Group

Herb Drummond, chair	Ohio Department of Education, Professional Development and Licensure
Connie Hathom	Akron City Schools
Kim Redmond	Canton City Schools
Shirley White	Cincinnati City Schools
Barzella Canady	Cleveland City Schools
Michael Bailey	Cleveland Heights-University Heights City Schools
Lee Hall	Columbus City Schools
Ray Nixon	Columbus City Schools
Janice M. West	Dayton City Schools
Elvin Jones	East Cleveland City Schools
Gordon Dupree	Elyria City Schools
David Isaacs	Hamilton City Schools
Ronald Ellis	Hamilton City Schools
Hildred Gwinn	Lima City Schools
James Buford	Lorain City Schools
Sally Williamson	Middletown City Schools
Bob Rinehart	South-Western City Schools
J. Richard Wiggins	Springfield City Schools
Richard Daoust	Toledo City Schools
William Camahan	Warren City Schools
Joseph Lutsi	Youngstown City Schools

Staff Support Team

Emmett Bobbitt	Ohio Department of Education Student Development
Mike Magnusson	Student Development
Cathy Bregar	Special Education
Pat Owens	Professional Development and Licensure and Special Education
Carl Carter	Professional Development and Licensure
Dave Kapes	Professional Development and Licensure
Speed Dillon	Vocational and Adult Education
Donna Villareal	Student Development
Cliff Davis	Ohio Family & Children First
Linda Day	Ohio Family & Children First
Linda McCart	Ohio Family & Children First

Ohio Department of Education
Education Management Information System
City Schools District Profiles

Part I. Highlights

City School District	Annual Average Daily Membership (ADM)	Median Income Per Tax Return (1994, from Ohio Dept. of Taxation)	Total Valuation Per Pupil (1994, from Ohio Dept. of Taxation)	Expenditure Per Pupil (Including Adjustments)	K-12 Pupil/Regular-Classroom-Teacher Ratio	Average Class Size (Regular Instruction K-4)	Dropout Rate (Number of dropouts versus fall enrollment)	Graduation Rate (Adjusted)	Student Attendance Rate	Staff Attendance Rate	Ninth-Grade Proficiency Test Results (% of 9th Graders Passing All Required Tests)
Akron	31,802	$20,137	$67,333	$5,782	20.7	20.9	5.7	67.1	88.7	95.5	45
Canton	12,687	$17,170	$48,578	$5,819	20.5	24.4	6.1	NR	92.3	96.2	37
Cincinnati	47,802	$21,321	$109,120	$6,692	18.5	20.8	0.9	NR	87.3	88.5	29
Cleveland	73,882	$18,650	$68,503	$6,507	21.6	33.9	32.5	32.5	83.8	94.2	12
Cleveland Hts.-University Hts.	7,528	$28,399	$107,704	$8,249	17.5	22.3	4.0	82.3	93.5	94.7	37
Columbus	61,699	$21,183	$101,513	$6,631	17.6	21.1	8.2	53.7	88.7	94.6	29
Dayton	26,503	$19,660	$62,368	$7,050	21.0	23.3	7.7	49.2	83.4	94.3	20
East Cleveland	6,082	$17,703	$36,441	$7,176	21.6	24.2	10.2	39.3	87.8	93.8	5
Elyria	8,978	$23,159	$78,995	$6,113	20.0	23.9	7.4	59.3	93.5	95.0	46
Euclid	5,773	$23,028	$134,058	$6,979	20.0	23.5	3.6	73.0	92.9	95.1	54
Hamilton	9,928	$21,532	$63,528	$4,895	21.9	23.2	11.1	51.1	92.2	96.3	42
Lima	5,784	$18,292	$44,806	$5,755	21.9	23.9	12.7	48.7	92.4	94.8	40
Lorain	10,479	$20,376	$51,565	$6,075	22.2	23.5	10.5	48.1	93.3	96.0	29
Mansfield	6,176	$18,902	$61,764	$6,313	19.0	26.1	3.3	67.1	92.2	95.0	54
Middletown	9,264	$21,987	$93,872	$5,175	22.2	22.5	8.2	65.0	91.5	95.2	40
Parma	12,990	$12,990	$145,403	$6,054	19.2	23.7	4.9	82.3	93.8	96.4	58
South-Western	16,673	$25,100	$84,457	$5,451	22.1	24.8	4.1	76.4	94.3	96.0	57
Springfield	10,555	$19,379	$51,239	$5,138	22.1	23.9	10.0	49.8	90.6	91.7	29
Toledo	38,502	$20,942	$61,430	$5,969	20.8	24.0	9.1	55.2	89.6	95.7	23
Warren	6,857	$20,381	$58,316	$6,286	19.7	22.9	9.3	47.2	89.2	94.3	22
Youngstown	12,089	$16,639	$46,734	$7,342	19.8	23.1	5.3	38.1	89.2	95.3	29
State	2,875	$23,478	$86,062	$5,284	20.8	23.4	5.4	70.8	93.0	95.7	56

Part II. Student Progress

Percentage of ninth-grade students required to take the ninth-grade proficiency tests who passed (as reported after the March test administration).

	Akron	Canton	Cincinnati	Cleveland	Cleveland Hts.-University Hts.	Columbus	Dayton	East Cleveland	Elyria	Euclid	Hamilton	Lima	Lorain	Mansfield	Middletown	Parma	South-Western	Springfield	Toledo	Warren	Youngstown	State
Math	48	43	36	24	42	35	29	6	56	60	56	45	38	45	47	70	66	42	33	31	37	66
Reading	85	79	68	61	78	70	68	51	78	81	82	77	71	77	78	89	87	74	71	66	77	87
Writing	74	77	62	56	80	66	54	49	73	77	70	82	63	81	76	81	80	56	55	55	69	79
Citizenship	73	64	57	43	66	58	50	39	68	80	75	65	57	67	76	85	80	61	49	52	56	80
All Required	45	37	29	17	37	29	20	5	46	54	42	40	29	54	40	58	57	29	23	22	29	56

Percentage of twelfth-grade students required to take the twelfth-grade proficiency tests who passed and percentage of those who passed that met the honors score.

	Akron	Canton	Cincinnati	Cleveland	Cleveland Hts.-University Hts.	Columbus	Dayton	East Cleveland	Elyria	Euclid	Hamilton	Lima	Lorain	Mansfield	Middletown	Parma	South-Western	Springfield	Toledo	Warren	Youngstown	State
Math																						
Passed	52	46	87	23	63	42	17	25	53	49	46	36	40	40	48	58	44	49	45	31	38	61
Honors	12	12	0	3	24	9	3	1	16	17	14	11	9	10	10	15	11	3	7	6	6	20
Reading																						
Passed	80	73	91	50	74	71	35	72	72	70	63	67	69	65	75	79	62	73	71	52	69	80
Honors	6	5	0	2	9	5	3	0	7	9	5	4	4	2	3	7	4	8	4	2	3	8
Writing																						
Passed	52	57	91	40	68	63	31	57	57	47	47	67	54	58	64	69	56	52	52	38	69	67
Honors	6	6	0	3	9	6	1	2	5	6	3	9	5	7	5	7	6	5	3	2	7	8
Citizenship																						
Passed	63	58	83	33	58	55	27	45	57	56	48	57	53	49	62	65	49	63	50	39	47	69
Honors	13	13	0	4	23	11	6	3	16	15	11	11	12	13	11	18	12	11	8	9	8	22
Science																						
Passed	48	40	74	21	50	38	15	36	39	44	35	36	3	36	43	51	35	41	38	29	30	54
Honors	11	7	0	2	18	8	2	2	9	12	8	6	7	9	8	9	8	7	6	5	3	15
All Required																						
Passed	27	24	74	10	33	23	8	12	28	27	23	24	21	23	28	35	26	23	20	16	19	39
Honors	*N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

*NR=Not Recorded
*N/A=Not Applicable

Part II. Student Progress (continued)

	Akron	Canton	Cincinnati	Cleveland	Cleveland Hts.-University Hts.	Columbus	Dayton	East Cleveland	Elyria	Euclid	Hamilton	Lima	Lorain	Mansfield	Middletown	Parma	South-Western	Springfield	Toledo	Warren	Youngstown	State
Advanced Placement Class Registration (Percent of students, Grade 10-12)	9.8	9.2	8.6	3.2	32.3	6.3	4.6	3.1	16.6	11.1	14.2	4.8	6.2	5.2	12.6	23.6	7.0	4.2	4.1	0.0	0.0	7.9
Postsecondary Enrollment Participation (Percent of students, Grade 11-12)	1.4	0.0	0.0	0.0	0.4	0.0	0.7	0.0	0.0	0.0	0.7	0.0	0.0	0.1	3.4	0.0	2.1	2.6	0.0	0.8	1.5	1.5

Part III. State Demographics

Racial Ethnic Data (percentage)

	Akron	Canton	Cincinnati	Cleveland	Cleveland Hts.-University Hts.	Columbus	Dayton	East Cleveland	Elyria	Euclid	Hamilton	Lima	Lorain	Mansfield	Middletown	Parma	South-Western	Springfield	Toledo	Warren	Youngstown	State Average
White	53.1	64.5	29.7	20.5	28.0	41.8	32.2	0.0	75.7	55.4	87.8	53.8	45.9	65.5	85.5	94.8	92.0	72.4	50.3	57.7	29.8	81.9
Black	44.5	33.0	67.5	70.5	67.9	53.8	66.5	99.9	21.1	42.8	10.8	42.3	24.8	33.6	13.4	1.7	6.2	25.7	42.7	41.1	64.0	15.2
Hispanic	0.5	0.6	0.3	7.5	0.8	0.8	0.4	0.0	1.9	0.5	0.6	1.0	25.6	0.5	0.4	0.9	0.5	0.6	6.0	0.5	5.6	1.4
Asian Pacific Islander	1.9	0.3	0.9	1.1	1.6	2.4	0.5	0.0	0.8	0.8	0.4	0.5	0.2	0.3	0.4	2.0	1.2	0.4	0.8	0.2	0.2	1.0
American Indian, Alaskan Native	0.1	0.3	0.1	0.2	0.1	0.2	0.1	0.1	0.1	0.0	0.1	0.0	0.6	0.0	0.1	0.1	1.1	0.2	0.1	0.0	0.0	0.1
Multi-Racial	0.0	1.3	1.5	1.2	1.6	1.0	0.5	0.0	0.5	0.4	0.3	2.3	2.8	0.1	0.2	0.4	0.0	0.6	0.1	0.4	0.4	0.4
Percentage of Students Disadvantaged: (A) Academic, (B) Aid to Dependent Children, (C) Disability (percentage)																						
(A)	1.7	21.4	0.0	0.7	3.3	0.9	1.3	3.1	8.5	3.1	1.7	5.9	4.6	13.1	1.9	5.3	0.8	5.4	0.9	0.0	1.7	2.2
(B)	35.3	34.2	44.3	66.2	52.8	14.6	41.6	47.0	19.1	15.3	22.0	34.3	34.1	31.5	19.2	6.1	12.5	28.8	43.4	43.3	59.2	16.6
(C)	11.2	17.8	13.2	16.2	9.3	15.2	12.3	14.1	13.5	11.0	13.7	16.5	13.2	12.5	11.8	14.8	11.9	12.5	15.7	17.8	16.7	12.1

BEST COPY AVAILABLE

City Schools District Profiles

Part IV. Staff Demographics

Racial/Ethnicity (Percentage of Total Staff)

	Akron	Canton	Cincinnati	Cleveland	Cleveland Hts.-University Hts.	Columbus	Dayton	East Cleveland	Elyria	Euclid	Hamilton	Lima	Lorain	Mansfield	Middletown	Parma	South-Western	Springfield	Toledo	Warren	Youngstown	State
Certified Admin.																						
White	1.6	3.2	1.7	1.5	3.3	2.5	1.4	1.3	4.0	2.9	3.5	4.4	2.7	4.3	3.8	3.5	3.4	3.7	2.7	2.6	3.7	3.4
Other	0.4	1.0	1.5	1.9	1.5	1.5	2.2	3.1	0.5	0.4	0.3	1.0	1.1	0.9	0.5	0.0	0.0	0.9	1.4	1.1	1.3	0.4
Classified Admin.																						
White	2.4	0.8	2.0	0.8	1.0	0.1	0.5	0.1	0.7	1.7	0.5	0.3	0.5	0.9	0.7	0.7	0.9	0.5	0.7	0.7	0.7	1.1
Other	0.9	0.0	0.9	1.0	0.1	0.0	0.4	0.4	0.0	0.0	0.1	0.0	0.0	0.1	0.0	0.0	0.0	0.1	0.1	0.1	0.1	0.1
Certified Other																						
White	52.7	55.5	43.1	36.9	42.6	48.3	34.4	28.3	63.5	46.5	58.9	54.9	53.0	53.8	59.8	51.2	56.9	53.8	49.9	51.8	52.2	56.2
Other	7.5	6.2	18.5	24.3	12.5	13.5	21.0	35.1	3.2	2.6	4.1	6.8	13.5	5.2	4.1	0.4	1.6	8.8	10.3	5.0	8.0	4.3
Classified Other																						
White	24.8	29.0	15.5	8.8	18.0	18.4	19.1	1.4	25.6	42.1	31.4	29.3	19.9	31.3	28.4	43.7	36.2	26.7	26.2	32.2	21.5	30.1
Other	9.6	4.4	16.9	24.9	21.2	15.6	21.1	30.1	2.5	3.8	1.2	3.3	9.3	3.6	2.7	0.5	0.9	5.5	8.7	6.4	12.5	4.3

Total Number of Employees (FTE)

Average for State:	306.7
Akron:	3,608.9
Canton:	1,448.5
Cincinnati:	5,387.8
Cleveland:	1,448.5
Cleveland Hts.-University Hts.:	1,009.0
Columbus:	7,561.5
Dayton:	3,525.0
East Cleveland:	700.0
Elyria:	950.2
Euclid:	760.7
Hamilton:	1,027.4
Lima:	688.4
Lorain:	1,069.7
Mansfield :	815.3
Middletown :	884.1
Parma:	1,680.1
South-Western:	1,800.6
Springfield:	1,118.4
Toledo:	4,526.7
Warren:	839.6
Youngstown:	1,573.8

Part V. Resources

Revenue Percentage (of total) by Source, Received by District

	All Local Revenue	State Revenue	Federal Revenue
Average for State:	51.9	42.6	5.5
Akron:	43.2	45.6	11.2
Canton:	29.4	58.2	12.4
Cincinnati:	47.2	40.4	12.4
Cleveland:	29.6	58.0	12.4
Cleveland Hts.-University Hts.:	65.8	31.6	2.5
Columbus:	52.3	37.3	10.4
Dayton:	41.7	46.0	12.3
East Cleveland:	25.0	65.8	9.2
Elyria:	50.5	42.3	7.2
Euclid:	75.7	20.2	4.1
Hamilton:	34.2	58.4	7.4
Lima:	23.8	64.1	12.2
Lorain:	35.0	56.0	9.0
Mansfield :	31.6	55.7	12.7
Middletown :	52.9	39.7	7.4
Parma:	73.5	23.9	2.7
South-Western:	53.0	41.1	5.9
Springfield:	29.6	60.4	10.0
Toledo:	39.7	50.9	9.4
Warren:	39.6	48.6	11.8
Youngstown:	14.5	67.1	18.4

Revenue Expenditure Per Pupil

	Revenue	Expenditure
Average for State:	$5,185	$5,284
Akron:	$5,974	$5,782
Canton:	$5,819	$5,819
Cincinnati:	$6,685	$6,692
Cleveland:	$6,762	$6,507
Cleveland Hts.-University Hts.:	$8,042	$8,249
Columbus:	$6,548	$6,631
Dayton:	$7,527	$7,050
East Cleveland:	$7,637	$7,176
Elyria:	$5,888	$6,113
Euclid:	$7,047	$6,979
Hamilton:	$4,947	$4,895
Lima:	$5,576	$5,755
Lorain:	$6,461	$6,075
Mansfield :	$5,464	$6,313
Middletown :	$5,207	$5,175
Parma:	$6,467	$6,054
South-Western:	$5,851	$5,451
Springfield:	$5,445	$5,138
Toledo:	$6,039	$5,969
Warren:	$6,466	$6,286
Youngstown:	$5,957	$7,342

Photo Credits

Cleveland Public Library

Karen Fandrich (back cover)

Ohio Board of Regents

The Collection of Bruce Young

The Ohio Aerospace Institute

Total copies printed: 5,000 Unit Cost: $1.297 Publication date: 7/97
Includes Paper Cost